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# **REPORT**

OF THE

## **Civil Service Commissioner**

**Province of Ontario**

**FOR THE YEAR ENDING MARCH 31st, 1947**

Printed by Order of  
The Legislative Assembly of Ontario  
(Sessional Paper #37)



**TORONTO**

Printed and Published by Baptist Johnston, Printer to  
The King's Most Excellent Majesty.

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TO HIS HONOUR, THE LIEUTENANT-GOVERNOR,

MAY IT PLEASE YOUR HONOUR:

The undersigned has the honour to present to Your Honour the Thirtieth Annual Report of the Civil Service Commissioner for Ontario.

Respectfully submitted,

D. R. MICHENER,

*Provincial Secretary.*

Toronto, March 1, 1948.



HONOURABLE D. R. MICHENER, M.A., B.C.L., K.C.,

*Provincial Secretary.*

Sir,

In conformity with the provisions of Section 21 of The Public Service Act, R.S.O. 1937, Chapter 15, I have the honour to submit herewith a report for the fiscal year ending March 31, 1947.

I have the honour to be, Sir,

Your obedient servant,

C. J. FOSTER,

*Civil Service Commissioner.*

## THIRTIETH ANNUAL REPORT OF THE CIVIL SERVICE COMMISSIONER FOR ONTARIO

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The year ending March 31, 1947, marked the close of a thirty year period of personnel administration in the provincial service. Prior to 1918, when the first Civil Service Commissioner was appointed, there had been no system for dealing in a uniform manner with the problems of appointment, transfer, promotion and salary revision in the various departments. Many civil servants were designated by titles which bore no relation to their duties, while the salaries paid for the same type of work differed greatly in each department.

It is of interest to note, however, that although the main problem thirty years ago was the erection of a sound classification system where none previously existed, the references to other problems in the first report might have been written to-day. "Conditions have been removed farther from the normal during this fiscal year than at any other time in the history of the province," it is noted. "This has been directly due to the effects of the war . . . throughout the year the cost of living kept moving upwards . . . the unsettled state of affairs generally has had a disturbing effect on the Public Service . . . considerable credit is due the employees of the Government who in the face of difficult conditions have carried on successfully the duties assigned to them."

The problems facing personnel officials during those two periods, however, were very much alike, differing mainly in degree. They concerned: (1) The re-establishment of employees who had seen service in World Wars I or II; (2) The recruitment of additional staff to meet the requirements of expanding provincial services which had been retarded by the demands of war; (3) The adjustment of salary levels to closer conformity with inflated living costs. Each of these problems called for separate and distinct action, although the revision of the compensation schedules was directly related to the recruitment of new staff and in part was influenced by that consideration.

### **Reinstatement of Veterans**

Except for a few cases which required medical care, practically all veteran employees who had not previously returned to staff were reinstated during the year, although some of them were subsequently granted leave of absence to take rehabilitation courses which would fit them for more advanced positions.

A questionnaire which each veteran was requested to fill in on his return revealed that the great majority wished to return to their former department in the same line of work which they had left. The task of reintegrating these men proceeded with a minimum of difficulty and the co-operation of the deputy heads of departments and personnel officers was willingly extended. The Ontario Civil Servants' War Veterans' Asso-

ciation also gave welcome assistance in the few cases of maladjustment that occurred. More than 1200 Ontario civil servants enlisted and it is a matter for satisfaction that their return to the service was effected with instances of disappointment or friction almost negligible.

## **Recruitment**

The recruitment of new staff to fill vacancies created by the war years and to meet the expanding peacetime functions of the various departments presented a fairly large problem. The competition of industry striving to meet consumer demand for articles which had been in short supply had to be met and it was also apparent that there would be definite shortages of trained personnel for various services, particularly in the mental hospitals and certain skilled trades and scientific fields.

In addition to the usual channels of recruitment from the universities, vocational and high schools, business colleges and the national employment service, considerable local and province-wide advertising for staff had to be done. In all, 2,289 new employees were inducted into the service. This compares with 1,969 in the previous year and 618 in the last pre-war year ending March 31, 1939. In further comparison with the year 1939 it may be noted that in that year certificates were issued in respect of 3,303 appointments, renewals, promotions and transfers. In the year under review the corresponding figure was 25,090.

More than 82 % of the male appointments consisted of ex-service men.

## **Salary Revision**

The third of the problems mentioned, that of salary revision and the amendment of the compensation schedules, had been anticipated in the year before the war ended and substantial progress had been made in revising the specifications and compensation scales for more than six hundred different classes. In the Fall of 1946 the Government decided that the time had arrived for the incorporation of the wartime bonuses into the compensation schedules. In conjunction with the revision of salaries this was an exacting and complicated procedure which involved consideration of every individual position in the service. This work was satisfactorily completed and the salary revision, which was effective on April 1, 1947, was based on the amended compensation schedules.

## **Personnel Programme**

The recruitment and placing of new staff, the establishment of new departments, and the addition of new branches to existing departments, together with problems of transfer and promotion, and the need, for superannuation purposes, of exact information with regard to both certificated and uncertificated employees of the province was responsible for a greatly increased volume of detailed work in the office of the Commissioner.

The 1946 amendment of the Public Service Act which permitted employees to contribute to the Public Service Superannuation Fund in respect of periods of previous temporary employment affected several thousands of employees. The preparation of option forms, the calculation of arrears of assessment and interest, and the arrangement for payment of arrears from payrolls over varying periods of time was a major task which required additional staff. This work further emphasized the need in some



departments for more centralized control of staff records and more supervision of personnel procedures generally. A considerable part of the time of the Commissioner's staff is spent in details of personnel administration which could be avoided if properly trained officials were in charge of this work within the departments. It would seem that perhaps one of the functions of the Commissioner's office should be the training of personnel assistants who could later be transferred to the departments. In the past the practice has usually been for a deputy head to assign personnel duties to a member of his staff who may be unfamiliar with personnel procedures and whose other responsibilities are his chief concern. In a small department this method of handling personnel may not cause too much difficulty but in departments with several hundreds of employees considerable difficulty can result.

The conclusion also cannot be escaped that in some departments a lack of properly trained personnel officers has been responsible for a certain laxity in applying the regulations of the service, particularly with respect to punctuality and attendance. It is a source of irritation to a great majority of conscientious and hard working staff if a fellow-employee is permitted habitually to disregard the regulations and escape penalty.

It is recommended that annually a short report on the efficiency of each employee should be prepared, on which recommendations for salary increases would, in part, be based. This report should list the number of times the employee was late or absent from duty and also the amount of overtime that he may have worked. These factors also should be considered when salary adjustments are made. When any employee is recommended for reclassification the department should also be prepared to submit a statement of the new duties to be performed. No attempt should be made to reclassify an employee merely for the purpose of placing him in a higher salary range without a corresponding increase in his duties and responsibilities in conformity with the specifications of the new class.

### **Staff Turnover**

There was again a heavy turnover of staff during the year. This cannot be attributed to any one particular cause. Several factors probably entered into the situation. No fewer than 309 permanent employees resigned from their positions. The guarantee of secure employment with superannuation privileges has been a major factor in the past in retaining employees in the Civil Service even if they considered their salaries were somewhat lower than they could earn elsewhere. The fact that more than 300 employees chose to forgo security of tenure and superannuation privileges would seem to indicate that these considerations are not as potent as formerly. The reason, no doubt, is that more and more private employers and public agencies have established superannuation plans within their organizations. If, in addition, they can offer higher salaries they can attract civil servants, particularly in the lower age group. These facts should not be overlooked when salary levels in the Civil Service are being considered.

In addition, 489 temporary civil servants resigned during the year. Here again the reasons mentioned above may have influenced them. The majority of these employees, however, had only been in the service of the province for a short time. Some of them probably were affected by a spirit of post-war restlessness. Others decided that they were not fitted for the positions to which they had been appointed. The operation of a five-day week by an increasing number of employers, particularly

in the Toronto area, may also have had its effect and probably increased the difficulty of recruitment for certain classes of employment.

Thirty-two employees died during the year and 40 others were superannuated, bringing the total separations from the service to 870.

## **Typists and Stenographers**

Throughout the year there was a continued shortage of typists and stenographers and it was not possible to fill all the requirements of the departments or to fill them as promptly as could have been wished. Nevertheless no fewer than 241 new appointments were made in these classes. The experience of the year in testing applicants indicated that the shortage, especially in the Toronto area, of qualified applicants led many girls with insufficient training to apply for positions. Altogether 670 applicants were given stenographic or typing tests and many failed to meet the minimum requirements. Some of these applicants were advised to take more training, and 39 of them subsequently took repeat tests and in some cases passed successfully. In addition, 80 tests were given for promotional purposes to persons already on the staff. It was ascertained that in some departments qualified typists or stenographers were in some cases employed on work of a clerical nature and the departments were urged to place them at the work for which they were best qualified or to release them for transfer to another department.

## **Promotions and Transfers**

The high rate of resignations which prevailed during the year provided an opportunity for more promotions than usual within the ranks of the service and 183 permanent employees were certificated to higher positions. The departments also co-operated readily in helping to meet their respective requirements by the transfer of staff from one branch or department to another. In all, 116 permanent employees were so transferred.

Temporary employees to the number of 740 were transferred to the permanent staff and to contributory status under the superannuation provisions of the Public Service Act. Authority for current deductions of superannuation assessment was issued in all cases. It was not possible in all cases to complete arrangements with each individual for the payment of arrears of superannuation assessment to cover the period of temporary service on account of the large amount of detailed work involved and the pressure of similar work in connection with other permanent employees which is referred to earlier in this report.

## **Joint Advisory Council**

The Joint Advisory Council, which was established in 1944 to provide a common meeting ground where representatives of the Civil Service Association and designated officials could discuss the problems of the service, held six meetings during the year. The Council, under whose auspices a working committee had been formed to make recommendations for the reclassification of the entire service, received the final report of the Committee and with only minor amendments transmitted it for the approval of the Government. Later in the year the new schedules were approved by Order-in-Council. The members of the Committee were highly commended for the exacting care they gave to this intricate and difficult task.

One of the major discussions of the Joint Council concerned the possibility of placing the service on a working week of five days. The Council favoured this proposal, providing it could be effected by extending the daily hours of work to correspond with the time that would be lost, and providing also that there was no diminution in the service which the public has a right to expect. As most public institutions must be operated on a seven-day week basis, and others on a six-day basis, the problem is not an easy one, but the Council considered it was not impossible of solution and recommended it for the consideration of the Government.

The Council held one meeting which was attended by representatives of the Ontario Civil Servants' War Veterans' Association at which suggestions relating to conditions of employment of veterans were discussed.

### **Additions to Staff**

Mr. J. S. Stephen, M.A., and Mr. Thomas Cowper, M.A., have recently been added to the staff. Mr. Stephen has specialized in Public Administration and Mr. Cowper in Personnel and Industrial Relations and their services are proving of value in meeting the greatly increased work of the office.

**C. J. FOSTER**

*Civil Service Commissioner.*



## Summary of Certificates Issued

### *New Permanent*

Department of Agriculture .....	8
Department of the Attorney General .....	23
Department of Education .....	16
Department of Health .....	18
Hospitals .....	2
Department of Lands and Forests .....	12
Department of Mines .....	2
Department of Planning and Development .....	2
Department of Provincial Secretary .....	2
Department of Reform Institutions .....	3
Gaols .....	1
Institutions .....	2

91

### *Permanent Employees transferred from*

#### *One Branch or Department to another*

Department of Agriculture .....	5
Department of the Attorney General .....	4
Department of Education .....	9
Department of Game and Fisheries .....	4
Department of Health .....	4
Hospitals .....	13
Department of Highways .....	4
Department of Labour .....	6
Department of Lands and Forests .....	5
Department of Mines .....	8
Department of Municipal Affairs .....	1
Department of Planning and Development .....	5
Department of the Prime Minister .....	1
Office of Provincial Auditor .....	3
Department of Provincial Secretary .....	3
Department of Reform Institutions .....	4
Gaols .....	1
Institutions .....	19
Department of Travel and Publicity .....	10
Department of The Treasurer .....	7

116

### *Permanent Employees promoted in position*

Department of Agriculture .....	11
Department of the Attorney General .....	26
Department of Education .....	7
Department of Game and Fisheries .....	16
Department of Health .....	11
Hospitals .....	41
Department of Highways .....	5
Department of Labour .....	7
Department of Lands and Forests .....	6

Department of Legislation .....	1
Department of Mines .....	3
Department of Municipal Affairs .....	1
Office of Provincial Auditor .....	2
Department of Public Welfare .....	3
Department of Public Works .....	1
Department of Reform Institutions .....	3
Gaols .....	3
Institutions .....	20
Department of Travel and Publicity .....	6
Department of The Treasurer .....	10
	<hr/> 183

*Temporary Employees Transferred to Permanent Staff*

Department of Agriculture .....	75
Department of the Attorney General .....	66
Department of Education .....	14
Department of Game and Fisheries .....	4
Department of Health .....	43
Hospitals .....	211
Department of Highways .....	6
Department of Labour .....	39
Department of Lands and Forests .....	12
Department of Mines .....	14
Department of Municipal Affairs .....	41
Department of Planning and Development .....	13
Department of the Prime Minister .....	2
Office of Provincial Auditor .....	1
Department of Provincial Secretary .....	18
Department of Public Welfare .....	30
Department of Public Works .....	6
Department of Reform Institutions .....	9
Gaols .....	2
Institutions .....	91
Department of the Treasurer .....	43
	<hr/> 740

*New Temporary*

Department of Agriculture .....	149
Department of the Attorney General .....	85
Department of Education .....	80
Department of Game and Fisheries .....	30
Department of Health .....	110
Hospitals .....	862
Department of Labour .....	26
Department of Lands and Forests .....	102
Department of Legislation .....	5
Department of Mines .....	21
Department of Municipal Affairs .....	44
Department of Planning and Development .....	21
Department of the Prime Minister .....	2
Office of Provincial Auditor .....	3
Department of Provincial Secretary .....	53

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Department of Public Welfare .....	39
Department of Public Works .....	40
Department of Reform Institutions .....	10
Gaols .....	36
Institutions .....	377
Department of Travel and Publicity ..	42
Department of The Treasurer .....	61
	<hr/> 2198

## Total Certificated Transactions By Departments

<i>Departments</i>	<i>Permanent</i>	<i>Temporary</i>
Department of Agriculture . . . . .	1080	732
Department of the Attorney General . . . . .	1498	649
Department of Education . . . . .	1001	534
Department of Game and Fisheries . . . . .	165	287
Department of Health . . . . .	739	531
Hospitals . . . . .	3450	5612
Department of Highways . . . . .	620	133
Department of Labour . . . . .	200	105
Department of Lands and Forests . . . . .	432	354
Department of Legislation . . . . .	21	18
Office of Lieutenant-Governor . . . . .	6	
Department of Mines . . . . .	148	111
Department of Municipal Affairs . . . . .	187	344
Department of Planning and Development . . . . .	214	41
Department of the Prime Minister . . . . .	19	13
Office of Provincial Auditor . . . . .	69	18
Department of Provincial Secretary . . . . .	210	213
Department of Public Welfare . . . . .	313	461
Department of Public Works . . . . .	93	390
Department of Reform Institutions . . . . .	70	79
Gaols . . . . .	84	256
Institutions . . . . .	750	1564
Department of Travel and Publicity . . . . .	26	79
Department of The Treasurer . . . . .	846	325
	12,241	12,849
Grand Total . . . . .	25,090	



**Monthly Percentage of Veterans  
Employed in Ontario Public Service**

<i>Month</i>	<i>Males</i>	<i>Veterans</i>	<i>Percentage of Veterans</i>
April	145	121	83.44
May	157	134	85.35
June	113	102	90.27
July	174	137	78.74
August	83	62	74.70
September	112	83	74.11
October	87	70	80.46
November	127	104	81.89
December	67	57	85.07
January	153	130	84.97
February	98	77	78.57
March	86	75	87.21
Total	1402	1152	82.17 %











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# REPORT

OF THE

## Civil Service Commission

Province of Ontario

FOR THE YEAR ENDING MARCH 31st, 1949

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The Legislative Assembly of Ontario  
(Sessional Paper #35 — 1950)



ONTARIO

TORONTO

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1950



# **R E P O R T**

OF THE

## **Civil Service Commission**

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1950





TO HIS HONOUR, THE LIEUTENANT-GOVERNOR,

MAY IT PLEASE YOUR HONOUR:

The undersigned has the honour to present to Your Honour the  
Thirty-Second Annual Report of the Civil Service Commission for Ontario.

Respectfully submitted,

G. A. WELSH,

*Provincial Secretary.*

Toronto, January 18, 1950.

COLONEL THE HONOURABLE G. A. WELSH, D.S.O.,

*Provincial Secretary.*

Sir,

In conformity with the provisions of Section 2 (2) (f) of The Public Service Act, 1947, I have the honour to submit herewith a report for the fiscal year ending March 31, 1949.

I have the honour to be, Sir,

Your obedient servant,

C. J. FOSTER,

*Civil Service Commissioner.*

Toronto, January 16, 1950.

## THIRTY-SECOND ANNUAL REPORT OF THE CIVIL SERVICE COMMISSION FOR ONTARIO

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As the agency responsible for the personnel transactions of the Public Service in the Province of Ontario the Civil Service Commission, during the fiscal year which ended on March 31, 1949, was intensively engaged in revising the Compensation Schedules to relate them more closely to the changes made in industry for comparable classes. New activities of the Government, such as the establishment of the Ryerson Institute of Technology, and expanded rehabilitation measures in the Reform Institutions, also required the creation of many new classes of employment.

The continued expansion of government activities called for considerable new staff. Close to 4000 appointments were made and there were 2550 separations on account of resignation, death, dismissal or superannuation. These activities, together with promotions, transfers and salary revisions resulted in a total of more than 20,000 certificated transactions by the Commission. It is of interest to note that of the new male appointees, numbering 2267, there were 1708 war veterans, or 75.3%. The number of females appointed was 1679.

At the close of the year there were 12,869 civil servants employed by the Province, as compared with approximately 8,000 four years ago. This 50% increase in staff, the result of resumed and expanded provincial activities following the restrictions of the war years, directly affected the work of the Commission which is in almost exact ratio to the number of employees. As mentioned in last year's Report, the work of the Commission has been greatly hampered by insufficient office and filing space. This condition was aggravated during the year. Because of the large number of applicants, employees, officials and other persons who daily visit the Commission, plans had been made to transfer the office from the fourth floor to the main floor of the Parliament Buildings, but other considerations prevented this move. At the present time applicants for positions have to wait and fill out their applications in a corridor already crowded with filing cabinets, while examination tests are conducted in a small, inner ill-ventilated room. Such conditions must inevitably produce on applicants a very poor first impression of the Ontario Civil Service.

It is a generally accepted proposition that a Civil Service Commission should operate on a budget of one per cent of the total payroll. In Ontario this would mean approximately \$250,000. Actually the Commission has limited its expenditure to \$75,000. One of the main reasons for this is that no space has been made available for any additional staff to handle the ever-increasing volume of work. In the meantime many activities which would benefit both the employees and the Province have to be left in abeyance. The Commission wishes to extend to the staff its appreciation of their loyal co-operation and devotion to duty under these trying conditions.



## The Public Service Act

The Public Service Act was amended in several important respects at the 1948 and 1949 Sessions of the Legislature. The superannuation provisions of the Act were made applicable to county and city goal employees. These employees have been in an anomalous position. They are appointed by the Lieutenant-Governor in Council but their salaries are paid by the municipality which is reimbursed by the Province in proportion to the number of persons committed for indictable offences. With responsibility thus divided there had been no superannuation provision for these employees. The amendments brought them directly under the Act as contributors from the 1st day of July, 1948. It also permitted the Public Service Superannuation Board to enter into agreements with the municipalities with respect to the payment of arrears of superannuation assessment for service prior to July 1, 1948. As more than four hundred employees were involved, the task of computing arrears and extending options to each of the individuals concerned and making provision for payment threw a considerable burden of additional work on the staff of the Superannuation Board.

The provision for the transfer of teachers' superannuation contributions from the Teachers' Superannuation Fund to the Public Service Superannuation Fund where teachers became civil servants, and the granting of appropriate service credit, was amended to correct certain anomalies and to bring the pertinent section of the Act into conformity with the new 6% rate of contribution.

Under the former Act the Deputy Minister could only suspend a civil servant from employment in the absence of the Minister. By inference when the Minister was present only the Minister could suspend. This provision was amended so that a Deputy Minister can suspend a civil servant at any time with the consent of the Minister.

The provision for computing superannuation allowances, based on the average salary of the last three years of employment, was amended so that the base would be the three consecutive years during which the salary was highest. This amendment removed any inequity that might be occasioned where it was found necessary to reduce a salary during the employee's last years of service.

## Classification Changes

The process of revising the salary schedules to meet the effects of changes in the cost-of-living continued. The cost-of-living index increased about 8 points during the period April 1, 1948 to March 31, 1949. Out of approximately 800 classifications, 160 received upward revision. The trades and manual labour classes were all increased by at least \$100. No adjustments were made in the general clerical classes.

To meet the development of new programmes in various departments, 44 new classifications were established. These included classes for the Immigration Branch, the Provincial Training Projects, the Ryerson Institute of Technology, and the Community Programmes Branch. In each case, the class title, class specifications, and salary rates were determined after careful examination of the positions and consultation with the departmental officials concerned.

The preparation of revised class specifications continued. Specifications for all the grades of clerks were printed and distributed to all departments in December, and these undoubtedly helped to settle a number of contentious cases prior to the annual salary revision. It is hoped that the printing of all specifications will eventually be possible and that this will permit the departments to settle a number of classification problems without consulting the Commission. This will speed up the task of approving re-classifications at the annual salary revision.

### **Staff Turnover**

During the year 2550 civil servants were separated from the service; 2267 by resignation, 128 by superannuation, 89 by dismissal and 66 by death. Of these separations 1632 were from the temporary staff and 918 from the permanent staff. It should be pointed out that a considerable number of the temporary separations consisted of employees engaged for seasonal work, such as the student assistants in the Department of Agriculture and the staffs of the Reception Centres operated during the summer months by the Department of Travel and Publicity. Such appointments recur each year, and they modify certain inferences that might be drawn from the above-quoted figures.

The vacancies in the regular staff, however, were such as to create a considerable problem in recruitment. The designation "temporary staff" as applied to the Civil Service is not intended to imply that the work being performed is of a temporary nature. It is intended to designate, in the main, those persons who were appointed in the first place for a temporary period of one year and whose appointments are then made permanent if their work has been satisfactory. When such persons resign the vacancies require the same attention as do vacancies caused by the resignation of persons from the permanent staff.

It is of interest to note that of the province's 12,869 employees, 4,494 were on the institutional staffs, which, roughly, comprise one-third of the entire service. Of the 2550 separations, 1309 were from the departmental staffs and 1241 from the institutional staffs. The proportion of separations was, therefore, considerably higher in the institutions than elsewhere in the service. This condition is not unusual and there are several reasons for it. Many men apply for positions as guards in the reformatories and as attendants in the hospitals. The commencing remuneration of \$1720, combined in most cases with fairly cheap perquisites, is sufficiently attractive to them but after a period of service they decide that the work is uncongenial or that they are temperamentally unsuited for it and they resign. In some cases married men have difficulty in finding suitable accommodation for their families. In other cases they accept an appointment merely as a convenient stopgap until they find employment in the occupation for which they were trained. With the female nursing and ward aid staffs the situation is somewhat different. Many of these em-

ployees are married women and family considerations govern their term of employment, while marriage leads to the separation of many single girls from the service. There would appear, therefore, to be no reason for considering that the larger proportion of separations in the institutions is unusual or that it will materially change in the future, as the factors above-mentioned are fairly constant.

## **Recruitment**

The recruitment of new staff was carried out to a considerable extent through advertisements by the Commission in the local papers and by maintaining the usual contacts with the National Employment Service, vocational schools, high schools, universities and business colleges. The various departments of the government also contributed, largely in the recruitment of specialized staff, through their contacts with professional and technical organizations. Last year the report of the Commission referred to the difficulties of recruitment in certain of these specialized fields. There appears to have been some improvement in this situation during the past year.

The supply of typists and stenographers did not meet the demand and throughout the year the Commission maintained a waiting list of vacancies to be filled in these classes. Enquiry among various commercial and industrial establishments indicated that this condition was not confined to the government service. There was also a lack of applicants for the position of office boy, for which because of promotions many vacancies develop each year. This deficiency was filled to some extent by the appointment of office girls.

In the male clerical classes few vacancies occurred and there were many applicants, particularly of men beyond the age of forty.

## **Typing and Stenographic Tests**

During the year 772 individual tests were given to typists and stenographers, of which 673 related to new applicants. Tests on account of promotion, transfer, class change or transfer from the casual to the regular staff numbered 80. Resulting from the tests 261 new appointments were made. Many applicants passed the tests but subsequently declined proffered appointments. As mentioned elsewhere the accommodation for carrying out examinations is very inadequate and results in delay and inconvenience.

## **Civil Service Board of Review**

The Board of Review, established by regulation under The Public Service Act for the purpose of protecting civil servants from unwarranted dismissal, heard five appeals against proposed dismissals. In two cases the Board found that dismissal was justified, and in three cases it reported that the ascertainable facts did not appear to warrant dismissal and the persons concerned were not dismissed.



During the four years in which the Board of Review has been operating some difficult cases have been thoroughly investigated. In some instances where a recommendation for dismissal was based on a particular episode the Board has held its meetings at the institution concerned, in order to ascertain conditions at first hand. When a single incident is involved, the Board has found that it is not too difficult to reach a decision. When a recommendation for dismissal is predicated on a series of incidents occurring over months or perhaps years, the Board has pointed out that the opinions of supervisors and other officials must to a large extent be accepted.

It is perhaps not inappropriate to point out that some Civil Service administrators have expressed the fear that with a Board of Review such as now operates in the Ontario Civil Service there would be a reluctance on the part of supervisors to recommend the dismissal of unsatisfactory employees because of the investigation which would follow should an appeal be made, with ensuing inconvenience and work interruption. To some extent this may be true. Nevertheless, during the year under review, there were 92 recommendations for dismissal and only five of the employees concerned held the view that dismissal was unjustified and appealed their cases. It would appear, therefore, that the appeal procedure may be considered to be working fairly satisfactorily in not imposing too heavy a restraint on the supervisory officials and at the same time affording to all employees a feeling of confidence that their interests will be protected.

### Joint Advisory Council

The Joint Advisory Council was constituted in May 1944. It consists of three members named by the Provincial Secretary, three members named by the Ontario Civil Service Association, and the seventh member, the Civil Service Commissioner, who acts as Chairman. The Council is concerned with matters relating to the general well-being of civil servants and is the medium through which such matters are drawn to the attention of the Government.

Since its establishment the Council has dealt with such major subjects as the complete reclassification of the Civil Service and the revision of The Public Service Act and Regulations, and with many other items less extensive in scope but nevertheless of considerable importance to civil servants.

In the year under review the Council was concerned with rising living costs and recommended to the Government that a fixed sum should be added to the salaries of all civil servants. In September 1948 this recommendation was approved by the Cabinet and a \$15.00 a month addition to salaries was authorized.

The Council at a meeting in February 1949 made the following submission with respect to hours of work:

"The Joint Advisory Council has discussed the present working hours of the administrative staff in the Ontario Public Service and begs to submit the following information and comments for consideration.

The present working hours are from 8.30 a.m. to 4.15 p.m., with one hour off for lunch; and on Saturday from 8.30 to 12 noon. This is a total of  $37\frac{1}{4}$  hours a week. These total working hours are general throughout all civil service jurisdictions in Canada, with slight variations, and also in commercial establishments. A recent survey in Toronto indicates that 83% of the commercial firms have a working week of 37 hours or less.

The Joint Council has considered the plan followed in the Dominion Civil Service where the departments are permitted to vary their working hours to meet their particular needs. It may be noted that by direction of the Dominion Cabinet not less than  $31\frac{1}{2}$  hours must be worked. As a result of this arrangement the Dominion departments by operating with skeleton staffs on Saturday mornings are able to keep all necessary public services in operation and at the same time provide for many longer weekends to be enjoyed in rotation by the staff.

By extending the hours of work in the Ontario Service from 8.30 a.m. to 5 p.m. from Monday through Friday there would be a working week of  $37\frac{1}{2}$  hours as compared with the present  $37\frac{1}{4}$  hours. The Joint Council recommends that consideration be given to putting such hours into operation and that discretion be left with each department as to the number of employees required to perform essential services on Saturdays. In the Dominion Service employees who work on two Saturday mornings are permitted to take a day off duty during the following week. Such a plan would also possibly meet the situation in the Ontario Service.

The members of the Joint Council are fully conscious of the obligation of the Government to provide for the people of the Province the public services which they have a right to expect. The Council believes that a rearrangement of working hours along the lines suggested would not detract from that obligation to the public but by improving the morale of the civil service would probably lead to a better standard of service.

The Council therefore strongly recommends that the proposals outlined above be put into operation."

Although not coming within the year under review, which ended on March 31, 1949, it may be mentioned that the Government implemented this recommendation to the extent that during the following July, August and September, a longer working day was operated and Saturday mornings were left free for a large part of the service. This rearrangement of the working week, without reduction of the hours of work, appears to have been satisfactory to the various interests involved and the Government indicated that a further trial would be given.



## Staff Changes

In conformity with its policy of training personnel officers for transfer to the various departments, Mr. Thomas Cowper, M.A., left the Commission for work with the Department of Health. The Record Office was strengthened by the appointment of Miss A. H. Shee, B.A., former teacher of mathematics with the Stamford Board of Education. The vacancy caused by Mr. Cowper's transfer was filled by the appointment of Mr. D. J. Collins, B.A. Mr. Collins, a pilot with the RCAF during the war, graduated with honours in Political Science from Queen's University and subsequently graduated in Business Administration from the University of Toronto.

## Monthly Appointments of Veterans

<i>Month</i>	<i>Males</i>	<i>Veterans</i>	<i>Percentage of Veterans</i>
April .....	143	113	79.02
May .....	208	175	84.13
June .....	296	221	74.64
July .....	232	169	72.84
August .....	174	123	70.69
September .....	113	85	75.22
October .....	290	243	83.79
November .....	212	169	79.72
December .....	147	92	62.58
January .....	150	105	70.
February .....	143	105	73.43
March .....	159	108	67.92
Total .....	2267	1708	75.34

It is of interest to note that the percentage of veterans appointed to the Public Service, namely 75.34%, showed an increase of 2.2% over the previous fiscal year. A year ago the Commission pointed out that with the passage of time more and more non-veterans would of necessity be appointed to the junior scientific and technical positions, as older veterans would not be interested in these junior posts. After the First Great War the percentage of veterans appointed showed a steady decrease during the next twenty years, as fewer and fewer veterans were available for the positions to be filled. The present figures indicate that this downward trend is not yet evident.

The somewhat sharp dip in the accompanying graph for the months of August and September 1947 does not indicate an actual decrease in veteran appointments. It is accounted for by the fact that at this time many casual employees were appointed to the permanent staff and appeared for the first time in the statistics of the Civil Service. Many of these casuals had been in the employ of the Province for some years and a number of them were too old for war service. These appointments, however, had the effect of reducing the veteran percentage.

Monthly Appointments of Veterans Shown as a Percentage of  
Monthly Male Appointments



**Total Certificated Transactions**

April 1948 to March 1949

<i>Department</i>	<i>Permanent</i>	<i>Temporary</i>
Agriculture .....	749	393
Attorney-General .....	1327	443
Education .....	557	495
Health .....	578	274
Hospitals .....	3544	3461
Highways .....	778	69
Labour .....	230	38
Lands and Forests .....	1379	236
Lieutenant-Governor .....	3	—
Mines .....	223	32
Municipal Affairs .....	246	82
Planning and Development .....	121	104
Prime Minister .....	3	2
Provincial Auditor .....	50	6
Provincial Secretary .....	174	97
Provincial Treasurer .....	470	155
Public Welfare .....	379	377
Public Works .....	144	63
Reform Institutions .....	96	23
Goals .....	165	64
Institutions .....	1532	1398
Travel and Publicity .....	26	119
Totals .....	12774	7931
Grand Total .....	20705	

**SUMMARY**  
**by Departments of**  
**PERMANENT and TEMPORARY APPOINTMENTS,**  
**TRANSFERS and PROMOTIONS**  
 April 1948 to March 1949

	<i>Permanent Appointments</i>	<i>Permanent Employees transferred from one branch or department to another</i>	<i>Permanent Promotions</i>	<i>Temporary Employees transferred to Permanent Staff</i>	<i>Temporary Appointments</i>
Agriculture.....	3	3	18	78	249
Attorney-General.....	146	11	62	169	358
Education .....	17	1	17	31	237
Health.....	—	5	6	64	149
Hospitals.....	—	36	30	601	1102
Highways .....	132	6	4	15	65
Labour.....	2	1	2	23	31
Lands and Forests .....	100	2	20	305	167
Lieutenant-Governor.....	—	1	1	1	—
Mines.....	2	1	—	26	26
Municipal Affairs .....	1	2	2	45	48
Planning & Development.....	—	4	4	18	59
Prime Minister.....	—	—	—	3	1
Provincial Auditor.....	—	1	—	8	6
Provincial Secretary.....	2	2	2	33	69
Provincial Treasurer.....	—	16	7	26	123
Public Welfare.....	1	1	18	44	206
Public Works.....	4	—	5	4	49
Reform Institutions.....	—	9	5	16	20
Goals.....	—	1	1	50	39
Institutions.....	1	18	34	332	440
Travel and Publicity.....	—	—	—	9	91
<hr/> Total.....	<hr/> 411	<hr/> 121	<hr/> 238	<hr/> 1901	<hr/> 3535
Grand Total .....	6206				











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# REPORT

OF THE

## Civil Service Commission

Province of Ontario

FOR THE YEAR ENDING MARCH 31st, 1951

Printed by Order of  
The Legislative Assembly of Ontario  
(Sessional Paper #35 — 1952)



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TORONTO



Printed and Published by Baptist Johnston, Printer to  
The Queen's Most Excellent Majesty

1952.



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TO HIS HONOUR, THE LIEUTENANT-GOVERNOR,

MAY IT PLEASE YOUR HONOUR:

The undersigned has the honour to present to Your Honour the  
Thirty-Fourth Annual Report of the Civil Service Commission of Ontario.

Respectfully submitted,

G. A. WELSH,

*Provincial Secretary.*

Toronto, January 23, 1952.

COLONEL THE HONOURABLE G. A. WELSH, D.S.O.,  
*Provincial Secretary.*

Sir,

In conformity with the provisions of Section 2 (2) of The Public Service Act I have the honour to submit herewith a report for the fiscal year ending March 31, 1951.

I have the honour to be, Sir,

Your obedient servant,

C. J. FOSTER

*Civil Service Commissioner.*

Toronto, January 23, 1952.

## REPORT OF THE CIVIL SERVICE COMMISSION

### FOR THE FISCAL YEAR ENDING MARCH 31, 1951

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During the year under review the Cost-of-Living Index, which had remained at a fairly constant level during the previous year, commenced with the month of April to rise rapidly and by the end of March 1951 had increased approximately 18 points. The impact of rising wages in industry and the enhanced attraction of private employment opportunities presented the Commission with a serious problem in the recruitment and retention of staff. This condition was further aggravated by the outbreak of the Korean war during the summer.

The Joint Advisory Council, a body sanctioned by the Government for dealing with the problems of the Civil Service and on which the Commission is represented, discussed the situation at a series of meetings. Consideration was given to the relative merits of granting salary bonuses or revising the compensation schedules or using a combination of these two methods.

These problems were brought into focus in a letter to the Council from the Prime Minister. In part this letter stated:

"As you know, the Government is concerned with the rising cost of living and its effect on the every day lives of civil servants and their families. Some months ago, instructions were given to the Civil Service Commission to review the compensation schedules with a view to bringing them into line with present day conditions. As a matter of fact, such revisions have been almost a continuous matter since the last general revision in 1946.

Last April, at the beginning of the present fiscal year, it was decided that the salary revision should be very much more comprehensive than in the immediately previous years. A great many salary categories were raised and revised, with the result that some 12,000 civil servants received salary increases at a cost to the Province of approximately a million and a half dollars. I may point out that the average salary in the Civil Service has been increased from \$1,950 in 1946 to \$2,452 in 1950. Revisions in compensation schedules, which enable civil servants who have reached their previous maximum now to be granted additional increases in the light of the new maximum, will again be evident when the next revision takes place the 1st April, 1951.

Last April it was felt that probably the cost of living was reaching a point of stability, in fact, there were some indications of surplus labour in the Province. As a result of this it was felt that salary increases rather than cost of living bonus was more desirable, both from the standpoint of permanency and superannuation. This is still the view of the Government. In the meantime, however, the Korean situation has intervened with its impact on

our economy. The picture as we saw it in April last has completely changed, and the Government has been looking at the problem in the light of conditions of to-day."

The Prime Minister then requested the Council to consider the question of revising the bonus of \$180 per annum which had been granted in 1948.

The Council came to the conclusion that revision of the cost-of-living bonus was the most effective method of dealing with the general situation arising from higher living costs but that continuing amendments to the compensation schedules were also necessary in order to meet special conditions affecting various classes of employees in the Public Service. In response to these recommendations the Government increased the cost-of-living bonus to \$240, promised further consideration should the need arise and directed the Commission to continue its revision of the compensation schedules, a task on which the Commission remained actively engaged throughout the year.

At the beginning of the year the number of civil servants in the employ of the Province was 13,685, and at the close 14,100, an increase of 415. During the year 3,027 new appointments were made and there were 2,612 separations through resignation, death, dismissal or superannuation. These appointments and separations, together with promotions, transfers and salary revisions required a total of 20,490 certificated transactions as compared with 16,181 in the previous year.

Male appointments numbered 1,743 and of these 978 were war veterans, representing 56.1% as compared with a percentage the previous year of 63.8.

The annual salary revision, effective April 1, 1951, provided increases for approximately 12,500 civil servants at a cost of slightly over two million dollars. The revision had the effect of raising the average salary for the entire service to \$2,598 as compared with \$2,452 the previous year. A breakdown of this figure indicated that the average salary of females was \$1,998 and of males \$2,895.

## Salary Problems

One of the most important, basic and continuing problems of the Civil Service Commission is the establishment of pay rates for the hundreds of different classes of employees that comprise the Civil Service. No one class can be viewed or dealt with as a separate entity. In normal times the proper balancing of the various classes calls for exacting study of the rates paid for similar work in industry in the surrounding areas and in other governmental or quasi-governmental jurisdictions, and a weighing of the fringe benefits involved. In abnormal times, such as the year under review, this problem is accentuated. Special groups press for special consideration. They are not concerned, the Commission is informed, with other classes. They wish to be dealt with separately. The Commission, however, is acutely aware of the necessity for preserving internal consistency: related classes would not allow it to forget. In dealing with any one class, therefore, the Commission must study the



possible effect on related classes, which in turn are linked in some degree to other classes. Unlike the problem which has faced atomic scientists it is the easiest thing in the world to start a chain reaction in civil service pay rates.

An increase in the number of employees and the assumption by the Government of more and more services and responsibilities under legislation passed in recent years has led to the creation of many new classes of employment, which have had to be fitted as consistently as possible into the general framework of the public service. The drafting of the appropriate specifications required for particular positions and the descriptions of the duties involved, together with the establishment of the pay rates has been a painstaking task for the classification analysts and to them and the officials of the departments who have co-operated the Commission expresses its appreciation.

## Classification

The past year witnessed a considerable increase of activity in the administration of the classification plan. The Commission considered that while the departmental submissions in favour of higher salary ranges for technical and professional classes were fairly typical of conditions throughout the whole Canadian economy, essential services to the Ontario public could not be neglected even at the risk of establishing what seemed to be somewhat inflated salary scales. Altogether 457 revisions were made during this period to the compensation schedules, as compared with 82 classes during the previous year.

The Commission sought to keep pace with changing conditions within the public service by establishing 85 new classifications to take care of the expansion and extension of work in various government departments. However, the Commission also observed the need for consolidating and eliminating 105 classifications which had become obsolete or redundant due to changes in the allocation of work in the departments.

Because of this abnormal amount of activity only a slight impression was made on the backlog of class specifications which have yet to be draughted. During the year, however, the services of Mr. H. F. G. Goss, a graduate of the University of Toronto and a veteran of five years' service with the army, were added to the staff in the classification office and it is expected that more progress will be made as a result.

In connection with the analysis of departmental requests for improved salary rates, the classification office commenced a programme of making systematic organization surveys of various offices and departments, preparing with each survey an organization chart for use in the Commission offices. Such surveys were carried on for inspectional positions in the Department of Insurance, for several accounting and bursars' offices, for the Aerial Photography and Photogrammetry section of the Department of Lands and Forests, and for inspectional positions in the Department of Labour. Finally, a complete re-survey was made of all positions within the department of Public Welfare in December of 1950. In addition, the classification office with the assist-



ance of the Chairman of the Board of Operating Engineers, the General Superintendent of Mechanical Services, and with the co-operation of the personnel officers in the Departments concerned, set up a complete new establishment for steam plants in Government buildings and revised the rates for Stationary Engineers.

Amongst the 457 classes whose salary ranges were revised were the Provincial Police classes, the Clerks and allied classes, the domestic, custodial, trade and attendant classes at the institutions and hospitals, the inspectors and executives of the Department of Education and Physicians and Medical Specialists. Each revision produced some discrepancies in related classifications and the process of correcting them was carried on into the next fiscal year.

<i>O.I.C.</i>	<i>Classes Withdrawn</i>	<i>New Classes Established</i>	<i>Compensation Revisions</i>
23/2/50	25	13	54
30/3/50	5	20	26
22/6/50	6	6	30
3/8/50	5	1	118
9/8/50	0	0	11
21/9/50	10	5	29
26/10/50	14	7	39
9/11/50	2	6	16
23/11/50	0	0	24
21/22/50	3	1	34
21/1/51	35	26	76
	<hr/> 105	<hr/> 85	<hr/> 457

## Staff Turnover

The number of civil servants who were separated from the service during the year, 2,612, appears to be somewhat high in relation to a total staff of 14,100 and merits further analysis. In industrial and commercial establishments in recent years a turnover of from twenty to thirty per cent is not unusual. In Civil Service jurisdictions a considerably lower percentage of staff turnover is expected as the work is continuous for the most part and superannuation and other privileges tend to influence employees against seeking other employment.

The total staff of 14,100 consisted of 10,603 permanent employees and 3,497 temporary employees. The separations consisted of 1,123 permanent employees and 1,489 temporary employees. It will be observed, therefore, that although the permanent employees outnumbered the temporary employees in the proportion of three to one there were more separations among the temporary employees.

A further breakdown of the permanent staff figures shows that of the separations 145 were of persons who had reached the age of retirement; 20 were of persons who had been retained beyond the age of retirement; 387 were married women who left chiefly because of family responsibilities; others were separated by reason of death or dismissal.

In the final analysis, therefore, it is found that resignations from the permanent staff were only slightly over 6%, inclusive of the married women who resigned. This is a comparatively low turnover.

Of the separations from the temporary staff 1,116 were of persons with service of only one year or less, many of whom were engaged for work lasting only a few months. In addition, it is realized that the first year of employment on the temporary staff is in the nature of a probationary period in which misfits are weeded out or in which the employee realizes he is not fitted for the work or that it is uncongenial for him.

In summary, the Commission, as the agency responsible for the personnel transactions in the public service, considers there is reason for satisfaction in the stability in employment of the permanent civil servants of the Province who carry the main burden of maintaining the public service.

## **Typists & Stenographers**

Requests for typists and stenographers received by the Commission from the various departments of government continued during the year to exceed the supply, although considerable advertising was done. With the establishment of the five-day week in the service, however, considerable improvement was noted.

The Commission conducted examinations for 352 stenographers and 214 typists, and of these 231 received appointments. Tests on account of promotion, transfer, class change or appointment from the casual to the regular staff numbered 68.

The Commission has been handicapped by the lack of suitable accommodation for conducting examinations but it has been indicated that this situation will be remedied during the forthcoming year.

## **Joint Advisory Council**

Twelve meetings were held by the Joint Advisory Council during the year at which a variety of questions affecting the welfare of civil servants were discussed.

Steps were taken to secure a more efficient functioning of the departmental councils and a considerable number of problems emanating from these councils were dealt with.

The prevalence of the five-day week in Ontario and particularly in the Toronto area where it is employed by the large majority of industrial and commercial establishments led the Council to renew its recommendation to the Government that the system should be used as far as was efficiently possible in the Ontario Civil Service and that the working day should be lengthened. The Council stressed the difficulties of recruiting younger staff for whom the longer weekend was a major

factor when they were seeking employment. In previous years the Government had moved tentatively on this question by authorizing the five-day week during the months of July and August. This experience having proved workable in the summer months was extended in 1950 to December so that experience might be gained during the fall and winter months. At the end of this period the Joint Council was advised that the Government considered the system was working satisfactorily and that the Council's recommendation would be implemented.

## **Civil Service Board of Review**

Ninety-one civil servants were dismissed during the year for various causes. Of this number only five entered appeals with the Civil Service Board of Review. In three cases the facts appeared to the Board to justify dismissal. In the other two cases the Board recommended transfer to another position.

The Board has been impressed by the fairness with which the various cases have been presented by the officials concerned. There is a natural reluctance for civil servants to sit in judgment upon one of their number and recommendations for dismissal are not lightly made. This appears to be evidenced by the small number of appeals entered. At the same time civil servants, upon whom the responsibility rests for making these decisions, are keenly aware that misconduct on the part of a civil servant reflects in some degree on the service as a whole, and that proper standards of conduct and probity must be enforced if the reputation of the service is to be maintained.

## **Time Lost Through Illness**

Statistics compiled by the Civil Service Commission indicate that on the average each civil servant was absent for seven days during the year for illness. This is exactly the same percentage as for the previous year. The cost to the Province was \$646,000 as compared with \$590,000 the previous year. The increase in cost of \$56,000 is accounted for by the increase in the average salary rate and also the increased number of civil servants.

Several years ago the percentage of absence presumably due to illness was considerably greater than it is to-day. The Commission attributes this improvement to the amendment to the regulations which provides a gratuity on separation from the service based on the civil servant's unused sick leave credits. Employees are now keenly aware that absence from duty ultimately means a financial loss to them.

As will be noted in the accompanying chart there is a considerable discrepancy in the amount of absence in the various departments. Some departments have twice as many absences as others. The Commission suggests that the figures for this year and those given in last year's annual report should be compared and that those departments with a high incidence of illness should make a careful study of the situation. It does not appear to the Commission that the difference can be attributed

to the nature of the work involved. The fact that the Provincial Police and the Staffs of the Reformatories have much the lowest percentage of absence would seem to indicate that there is stricter control in these two branches of the service and that this is possibly the answer to the problem.

## Monthly Summary of Absences

### FOR ILLNESS

April 1950 - March 1951

	Number of Days' Absence	Per Capita Monthly Absence in days	Percentage of Staff Absent	Approximate Total Cost \$	Approximate Per Capita Cost per month \$
Agriculture .....	4496.5	.39	1.72	34090	2.79
Attorney-General .....	2799.8	.54	2.37	25418	4.54
Provincial Police .....	3709	.28	1.15	25162	1.78
Education ..	5259	.52	2.34	46989	4.35
Health .....	4690	.67	2.95	33571	4.46
Highways ..	8488.5	.87	3.87	70230	6.74
Labour .....	1887	.82	3.63	13822	5.64
Lands & Forests .....	8177.79	.46	2.05	56966	3.03
Mines .....	1334.5	.69	3.05	11169	5.38
Municipal Affairs .....	2254.5	1.06	4.69	14621	6.39
Planning & Development ..	633.7	.71	3.14	4885	5.13
Prime Minister .....	137	.67	2.97	1194	5.40
Provincial Auditor .....	425	.69	3.06	4055	6.07
Provincial Secretary .....	1442.69	.86	3.80	9601	5.29
Provincial Treasurer .....	4858	.75	3.32	34311	4.94
Public Welfare .....	4509	.79	3.48	26801	4.40
Public Works ..	4188.5	.87	3.86	27530	5.42
Reform Institutions					
—Inside .....	613	.85	3.79	3854	4.99
Travel & Publicity .....	594	.58	2.53	3866	3.47
Total Departments ...	60497.48	.59	2.57	448135	4.08
Total Hospitals .....	31182.5	.69	2.86	178158	3.69
Total Reformatories....	3379.5	.32	1.38	20308	1.76
Entire Service—Total ...	95059.48			646601	
Entire Service—Average		.60	2.58		3.81

The accompanying graphs illustrate very clearly the fluctuation in illness in the various months of the year. As may be expected illness reaches a low ebb during the summer months and rises to a peak usually in February and March.

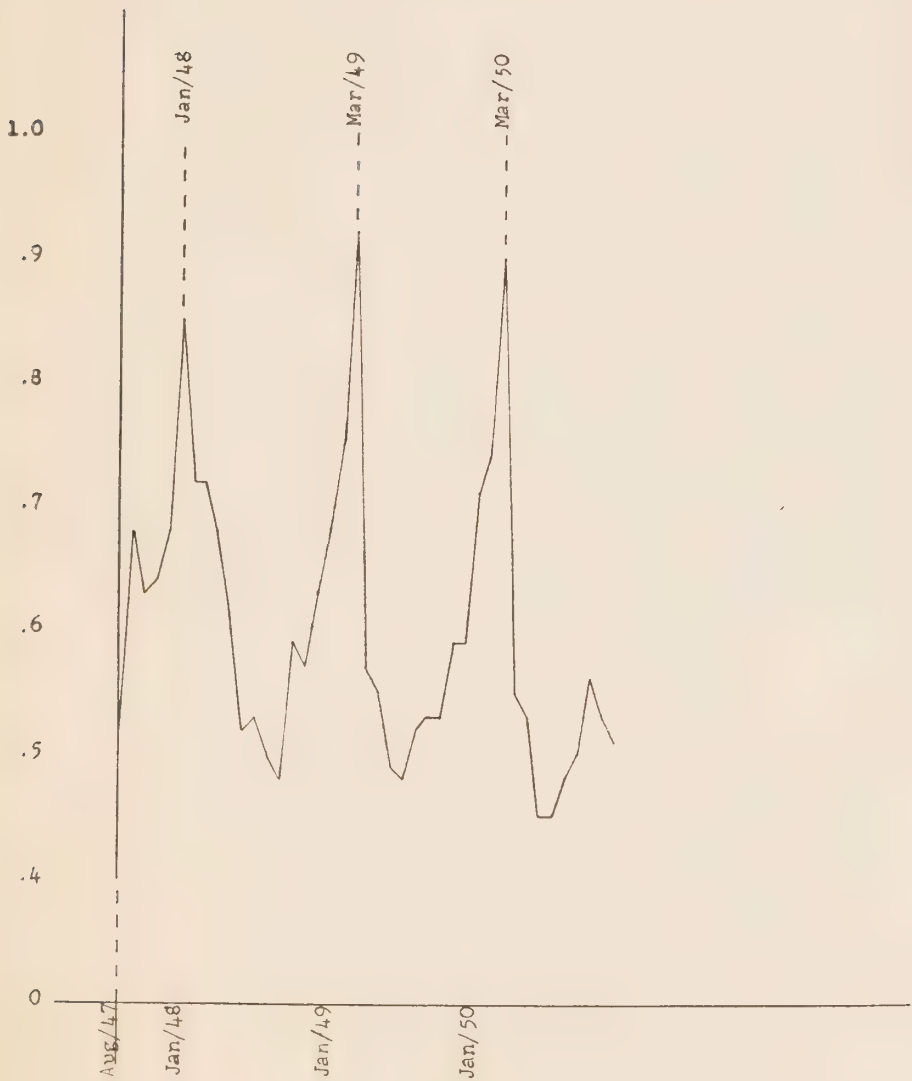


**Per Capita Monthly Absence in Days for Illness**  
**1950-51**

Days



**PER CAPITA MONTHLY ABSENCE IN DAYS**  
**for**  
**ILLNESS**



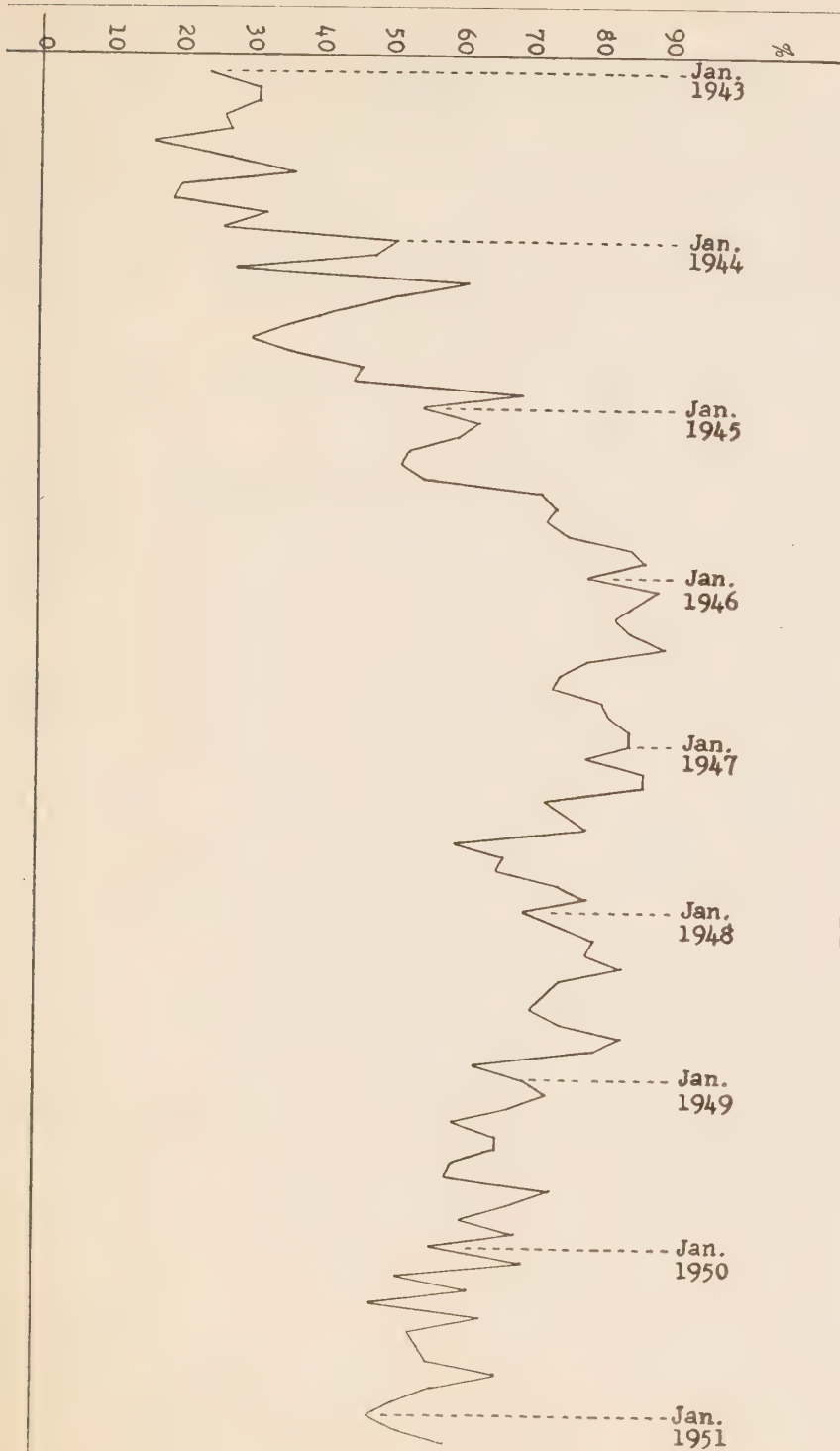


## Monthly Appointments of Veterans

<i>Month</i>	<i>Males</i>	<i>Veterans</i>	<i>Percentage of Veterans</i>
April .....	190	117	61.6
May .....	167	80	47.9
June .....	173	110	63.6
July .....	155	84	54.2
August .....	93	51	54.8
September .....	128	71	55.5
October .....	157	104	66.2
November .....	106	60	56.6
December .....	159	82	51.6
January .....	121	58	47.9
February .....	169	87	51.5
March .....	125	74	59.2
	<hr/> 1743	<hr/> 978	<hr/> 56.1

As indicated above veterans comprise 56.1% of the male appointments during the year. The accompanying graph illustrates the percentage of veteran appointments since 1943, ranging from a low of 17% in that year to a high of 90% in 1946-7. As mentioned in previous reports the graph is following the pattern established after the First Great War and in the normal course of events a percentage diminishment may be expected to continue, as persons too young to have served in the war are appointed to junior positions. Veterans appointed during the year showed a decrease of 7.7% as compared with the previous year.

**Monthly Appointments of Veterans**  
shown as a  
**Percentage of Monthly Male Appointments**



## **Civil Service Health Centre**

As in the past six years, the Civil Service Health Centre continued its activities throughout the year 1951 in its regular quarters in the East Block.

Instituted, and operated, for the benefit of all employees of the Province of Ontario, no claim has ever been made that the work of the Health Centre is all-inclusive. On the contrary, the scope of this section of the Civil Service is definitely limited. Indicative of its intent, it is pertinent to mention the following features:—

- (a) Preventive measures are stressed. By treating disease in its incipient stage much time has been saved that had previously been a direct loss.
- (b) Treatment of minor ills and accidents. Here, again, much time has been saved by prompt attention. All conditions of a more serious nature are referred to the family physician, or otherwise, as dictated by the circumstances.
- (c) Physical examinations take up a good deal of time. They are subdivided into pre-employment, pre-placement and re-examination, the last-named being done for a variety of reasons.
- (d) Educational efforts are undertaken whenever an opportunity presents itself. Literature is available on request and in many instances it is offered as a means of furthering this phase of the programme.
- (e) Consultations, covering a wide range of subjects, are a daily part of the work of the medical, or nursing staff, or both.

Attendance figures for 1947 were 11,859; for 1949 they were 26,666 and for 1950 they were 28,487. For the year 1951 the total attendance was 26,244.

Adequate accommodation continues to be a problem. Some additional space has been promised but this will still fall short of what is actually needed.

It is of interest to note that an increasing number of Canadian and United States Civil Service jurisdictions, as well as industrial establishments, are providing health services for their employees and apparently consider the investment well worth making.

# S U M M A R Y

## by Departments of

### PERMANENT and TEMPORARY APPOINTMENTS

### TRANSFERS and PROMOTIONS

April 1950 to March 1951

	Permanent Appointments	Permanent Employees Transferred from One Branch or Department to Another	Permanent Promotions	Temporary Employees Transferred to Permanent Staff	Temporary Appointments
Agriculture .....		10	21	100	197
Attorney-General .....	25	6	64	215	292
Education .....	15	27	18	33	137
Health .....		17	5	55	125
Hospitals .....	2	63	23	257	1193
Highways .....	52	66	13	14	2
Labour .....		6	2	22	23
Lands and Forests .....	38	63	21	146	147
Lieutenant-Governor .....		1		1	
Mines .....	1	6	3	12	29
Municipal Affairs .....	2	5		25	48
Planning and Development .....	1	40	3	17	19
Prime Minister .....	1	39		1	7
Provincial Auditor .....		1		4	6
Provincial Secretary .....		56	3	32	30
Provincial Treasurer .....		26	8	55	86
Public Welfare .....		15	7	77	90
Public Works .....	8	14	4	16	55
Reform Institutions .....			3	4	9
Gaols .....		1		9	36
Institutions .....	1	27	52	126	325
Travel and Publicity .....		9	5	12	25
<b>TOTAL</b> .....	<b>146</b>	<b>498</b>	<b>255</b>	<b>1233</b>	<b>2881</b>

## Total Certificated Transactions

April 1950 - March 1951

<i>Department</i>	<i>Permanent</i>	<i>Temporary</i>
Agriculture .....	735	533
Attorney-General .....	1585	580
Education .....	808	616
Health .....	613	443
Hospitals .....	3534	3301
Highways .....	950	50
Labour .....	70	35
Lands and Forests .....	1360	310
Lieutenant-Governor .....	3	0
Mines .....	213	47
Municipal Affairs .....	150	95
Planning and Development .....	80	49
Prime Minister .....	14	9
Provincial Auditor .....	50	11
Provincial Secretary .....	140	78
Provincial Treasurer .....	472	217
Public Welfare .....	367	380
Public Works .....	167	335
Reform Institutions .....	43	18
Gaols .....	138	85
Institutions .....	1021	689
Travel and Publicity .....	42	54
 Total .....	 12555	 7935
GRAND TOTAL	20490	











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# REPORT

Government  
Publications

OF THE

## Civil Service Commission

Province of Ontario

FOR THE YEAR ENDING MARCH 31st, 1952

Printed by Order of  
The Legislative Assembly of Ontario  
(Session Paper #35 — 1953)



ONTARIO

TORONTO

Printed and Published by Baptist Johnston, Printer to  
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1953





**REPORT**  
**OF THE**  
**Civil Service Commission**  
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1953





TO HIS HONOUR, THE LIEUTENANT-GOVERNOR,

MAY IT PLEASE YOUR HONOUR:

The undersigned has the honour to present to Your Honour the  
Thirty-Fifth Annual Report of the Civil Service Commission of Ontario.

Respectfully submitted,

G. A. WELSH,

*Provincial Secretary.*

Toronto, January 20, 1953.

COLONEL THE HONOURABLE G. A. WELSH, D.S.O.,  
*Provincial Secretary.*

Sir,

In conformity with the provisions of Section 2 (2) of The Public Service Act I have the honour to submit herewith a report for the fiscal year ending March 31, 1952.

I have the honour to be, Sir,

Your obedient servant,

C. J. FOSTER,

*Chairman,*

*Civil Service Commission.*

Toronto, January 20, 1953.

## REPORT OF THE CIVIL SERVICE COMMISSION FOR THE FISCAL YEAR ENDING MARCH 31, 1952

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The duties of the Commission with regard to classification and compensation, appointments, promotions and working conditions generally, as laid down in the Public Service Act, were carried out in a normal manner during the year with the sympathetic co-operation of the Government in matters, such as the cost-of-living bonus, which called for decisions by the Cabinet.

The continuing rise in the cost-of-living resulted in the salary bonus being increased from \$300 to \$420, effective October 1, 1951. This brought the average salary for permanent and temporary employees to \$2,778. During the year the Commission noted some public criticism with regard to low salaries in certain classes, but almost invariably the salaries mentioned were basic and did not include the bonus. This misapprehension led the Commission to recommend that at least some portion of the bonus should be transferred to salary. Such action, it was pointed out, would also assist those approaching superannuation age as contributions and allowances are calculated only on basic salary. The Government indicated that consideration would be given to this proposal.

During the year two Provincial laws were enacted relating to labour. The first provided that female employees doing the same work as men were to receive the same wages. The second provided that no employer should refuse to employ or to continue to employ any person because of race, creed, colour, nationality or place of origin.

For the administration of these laws a Fair Employment Practices Branch was constituted in the Department of Labour. Before the enactment of the Legislation its application to the Civil Service of Ontario was considered. As matters relating to the service come within the jurisdiction of the Civil Service Commission it was deemed to be unnecessary and unwise to have two government bodies exercising authority with respect to civil servants. For that reason neither Act was made applicable to the Civil Service but the Commission was formally directed by the Government to see that the terms of the Legislation were carried out within the service.

In the two Statutes conciliation machinery is provided to avoid, where possible, recourse to law. For civil servants in Ontario the Joint Advisory Council is available for similar functions. The employees of the Province, represented by a single Association, were satisfied to leave these two matters under the aegis of the Commission, and the Legislature concurred.

The fact that conciliation machinery had been functioning successfully for years in the Ontario Civil Service was without doubt the main reason for a satisfactory solution to what could have developed into a problem of conflicting authority between two government agencies.

At the close of the year the number of civil servants, which included the staffs of the Liquor Control Board and the Liquor Licence Board, was 16,712. This was an increase of 1166. More than half of of this number was represented by recruitment of the staffs of the mental hospitals and reform institutions which during the war had fallen below their proper ratio to inmate population. The strength of the Ontario Provincial Police was also considerably augmented.

During the year 4,024 appointments were made and there were 2,858 separations through resignation, death, dismissal or superannuation. These appointments and separations, together with promotions, transfers and salary revisions, required a total of 25,615 certificated transactions by the Commission, as compared with 20,490 in 1950 and 16,181 in 1949.

This increase in the transactions of the Commission, amounting to more than 50% in the space of two years, required the utmost effort on the part of the staff in order to keep abreast of the work which, at all times, requires to be expeditiously handled. The Commission wishes to extend its thanks and appreciation to those members of the staff who frequently worked overtime in order that this could be done.

## Commission Quarters

It has been pointed out in previous reports that with the growth of the Civil Service the office space available to the Commission had become quite inadequate for the increased staff that was needed to carry out the many and varied personnel transactions it is called upon to perform. This condition was alleviated to a considerable extent during the year by the provision of some space adjacent to the present offices on the fourth floor of the Parliament Buildings, which was vacated by the Hospitals Tax Branch of the Treasury Department. In the course of a year many thousands of civil servants and applicants visit the Commission and accommodation has now been provided where they can wait or make out applications. A suitable office has also been provided for giving typewriting and shorthand tests.

As already mentioned, the certificated transactions of the Commission increased from 16,000 to 25,000 within a space of two years. These transactions relate to appointments, transfers, dismissals, promotions and salary increases, all of which require individual attention. They provide some indication of the increase of work within the Commission. Additionally, the Commission is required to establish the charges that many thousands of civil servants shall pay for the rental of government quarters, meals and other perquisites. These charges have not been based on criteria established many years ago and are not consistent with present conditions. It is necessary, therefore, for a complete revision to be made. A start has been made on this programme of reassessment but additional staff will be required to carry out the work which will require detailed attention to the various factors involved.

The Commission is hopeful that the Public Works Department will be able to provide some small additional space in which these activities can be carried out, involving as they do some hundreds of thousands of dollars of revenue.



## **Retirement Fund Established**

At the 1952 Session of the Ontario Legislature the Public Service Act was amended to provide for the establishment of a Retirement Fund for civil servants on the temporary staff. The main purpose of the amendment was to ensure that on transfer to the permanent staff temporary civil servants would have standing to their credit a sum of money which would enable them to pay arrears of contributions to the Public Service Superannuation Fund in respect of their temporary service. Each year approximately 1,200 temporary employees are appointed to the permanent staff and in many cases difficulty has been experienced in the collection of arrears of superannuation payments. The Retirement Fund will also provide separation money for those temporary employees who leave the service.

The Joint Advisory Council had previously recommended to the Government that the Retirement Fund should be established and the prompt action that was taken was received with appreciation throughout the service.

## **Joint Advisory Council**

The operation of the Joint Advisory Council has enabled the rank and file of the service to make their contribution to the formulating of policies having to do with working conditions. Where rules and regulations are imposed from the top, without consultation with those who are to be governed by them, it is scarcely to be expected that they will be accepted in the same spirit or with the same degree of co-operation that is shown when those most concerned have had a share in framing them.

For several years past the Council has played a large part in suggesting revisions of the existing regulations. Free and frank discussion of the issues involved has enabled the Civil Service Commission to place before the Government the full facts in any given situation, and the manner in which they are viewed by both administrative officials and staff.

The Joint Council does not deal with individual staff problems but the subsidiary departmental councils and branch committees functioned very satisfactorily throughout the year in handling such cases. In one or two departments a diminishing interest was noted, possibly because appeals for their services were lacking. A circular was sent, therefore, to all departments pointing out that even if the machinery for settling disputes was not actively employed it should be kept in working order for use when needed.

## **Classification**

Continued industrial and commercial expansion throughout the Province prolonged the effect of competitive conditions upon professional and technical classes of employment. Departments of Government found



it difficult to retain or replace Engineers, Foresters, School Inspectors, Agriculture Scientists, Automotive Mechanics, and other similar groups. The Commission was beset by numerous requests to review salary rates for these classes and was, in most cases, constrained to accept them with some modifications.

It was evident that this situation was by no means confined to the Ontario Service. Other government agencies frequently wrote to the Commission, or called at its offices to make comparisons with the Ontario Government rates. Also the Commission participated in several salary and wage surveys by the Civil Service Assembly of the United States and Canada, the Ontario Hydro Commission, and other public utilities and government agencies. In this way, adjustments and modifications to compensation schedules were under constant check and were substantiated before any revisions were made effective.

Competitive conditions in the field of education were accentuated by the substantial salary revisions granted to teaching groups by school boards in the metropolitan area. Secondary and Elementary School Inspectors and other executive officials in the Department of Education are recruited from the ranks of experienced teachers and principals employed by the Municipal School Boards. Standards of education in the Province would be gravely affected by any failure on the part of the Provincial Department to offer opportunities competitive with those of the municipalities. Revisions were made by the Commission to the rates for these and related classes.

The effect of improved wage rates for municipal employees was felt to an increasing extent and was responsible for the Commission providing higher salary scales for the Provincial Police, Engineers, Librarians and others.

Under direction of the Advisory Board, the President of the Agricultural College reviewed the establishment for the faculty and recommended that new salary scales be set up for the Professors and other related classes. A mid-year salary adjustment for 151 employees resulted.

In adjusting the rates for Engineers, the Commission also standardized the engineering classification structure. Mid-year increases for about 100 Engineers in the Highways Department were approved in an effort to reduce what had become a serious turnover. Improved rates were also provided for Surveyors and Draughtsmen.

An increasing proportion of the time of Classification Staff was spent in the investigation of positions and the study of organization and establishment problems in the departments. Recommendations for promotions and classification revisions induced some of this activity, but it also arose out of a growing tendency on the part of departmental officials to seek the advice of the Commission before attempting to deal with these problems. There was ample evidence that administrative efficiency in the departments can be increased and operating costs can be reduced in direct proportion to the ability of the Commission to make these organization and classification studies.

## Summary Of Classification Revisions

<i>O.I.C.</i>	<i>Classes</i>	<i>New Classes</i>	<i>Compensation</i>
	<i>Withdrawn</i>	<i>Established</i>	<i>Revisions</i>
19/4/51	2	2	26
17/5/51	2	2	26
14/6/51	4	6	25
21/6/51	3	7	14
26/7/51	—	—	32
25/10/51	23	22	56
13/12/51	61	12	39
	<hr/> 95 <hr/>	<hr/> 51 <hr/>	<hr/> 218 <hr/>

## Typists And Stenographers

The Commission made its own records for mechanical dictation tests for stenographers and these were employed with very satisfactory results. Most candidates appear to prefer the tests to oral dictation and it is proposed to continue this method of examination.

The Commission conducted examinations for 710 typists and stenographers, of whom 284 were appointed. Repeat tests were given to 39 applicants and 75 tests were given for promotional and other reasons.

The continued demand for stenographers led the Commission to institute a survey which showed that one-half of the stenographers were spending only 50% of their time in taking and transcribing dictation, the remaining time being spent on clerical and other work. It was quite evident that by pooling stenographic and typing resources and breaking down barriers between offices greater efficiency could be secured and the shortage of stenographers could be largely overcome. The trend towards dictating machines should also have a decided effect on the situation.

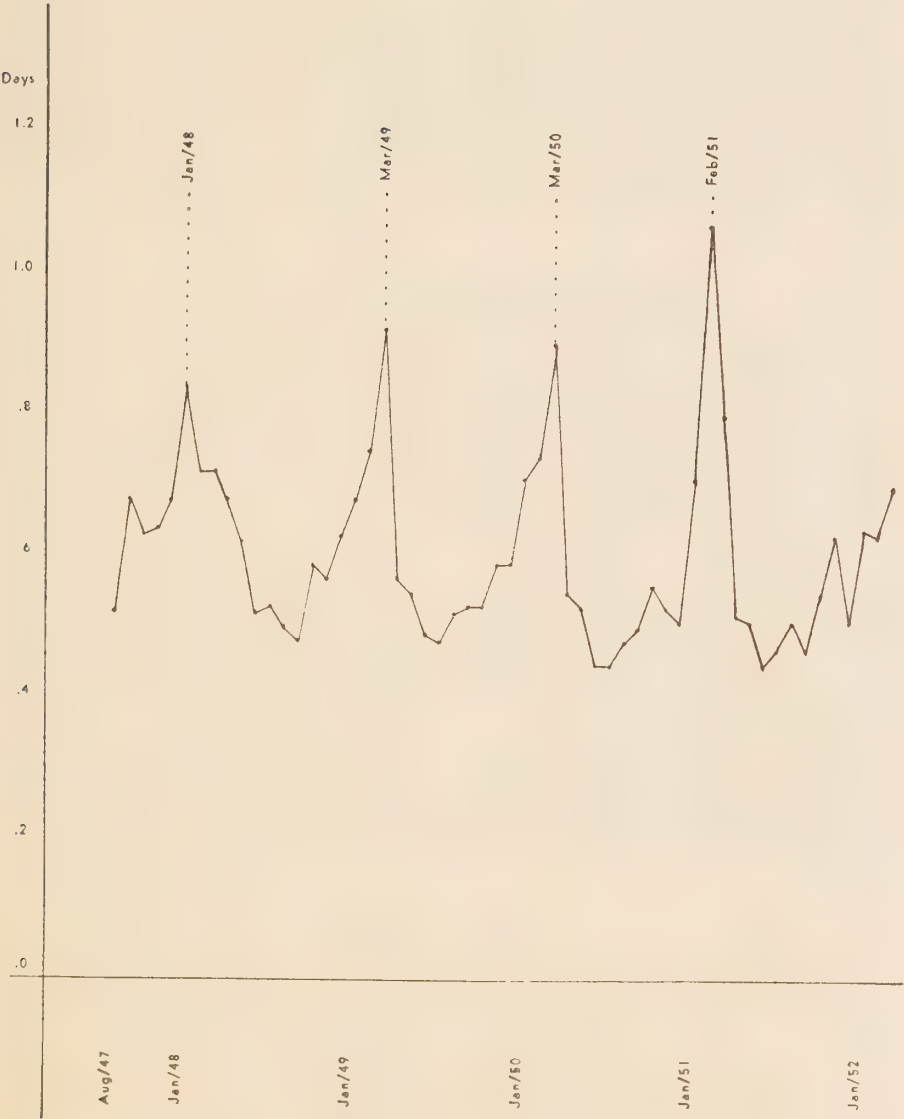
## X-Ray Survey

During December and January the Commission co-operated with the Department of Health in arranging a mass chest x-ray of the civil servants at Queen's Park and nearby establishments. Only three active cases of pulmonary tuberculosis were discovered, two of minimal activity and one moderately advanced. Four cases of questionable activity were noted and there were forty-one inactive cases. The survey was valuable also in bringing to light various other diseases or abnormalities. It is intended that similar surveys shall be conducted periodically.

**PER CAPITA  
MONTHLY ABSENCE IN DAYS  
due to  
ILLNESS  
APRIL 1951      -      MARCH 1952**



**PER CAPITA MONTHLY ABSENCE IN DAYS**  
**for**  
**ILLNESS**



## **Revaluation of Perquisites**

Towards the close of the year the Commission prepared to take up the task of revaluing the charges that are made to civil servants for perquisites such as food, accommodation and clothing. The majority of these charges were established before the dollar began to lose its value and are no longer consistent with present price levels. Civil servants enjoying perquisites are, therefore, in a preferred position as compared with those who have to pay increased rents and buy their own food.

As most departments of government were affected by this problem the question was discussed at a meeting of the Deputy Ministers' Council and a committee with representatives from the Department of Agriculture, Education, Lands and Forests, Health, Reform Institutions, Municipal Affairs and the Provincial Auditor's Office was appointed to consider the various factors involved, with the Chairman of the Civil Service Commission acting as Chairman of the group.

## **Time Lost Through Illness**

Statistics compiled by the Commission indicated that on the average each civil servant was absent for approximately  $6\frac{1}{2}$  days during the year on account of illness. This was an improvement over the two previous years when the average absence was 7 days. The cost to the Province was \$698,724 as compared with \$646,601 the previous year. The increase in actual cost is accounted for by the larger numbers involved and the higher salary rate.

Last year the Commission commented that there were significant differences in the amount of time lost through illness in the various departments and suggested that stricter control should be exercised in those departments where absences appeared to be excessive. It is satisfactory to note that there has been some improvement but an analysis of the summary that is printed in this report indicates that there is still room for further improvement.

Included in this report, also, is a graph which shows the volume of illness in the different months of the year since 1947. This traces a familiar pattern with the peaks being reached in January, February and March.



## Summary of Absences

### ILLNESS

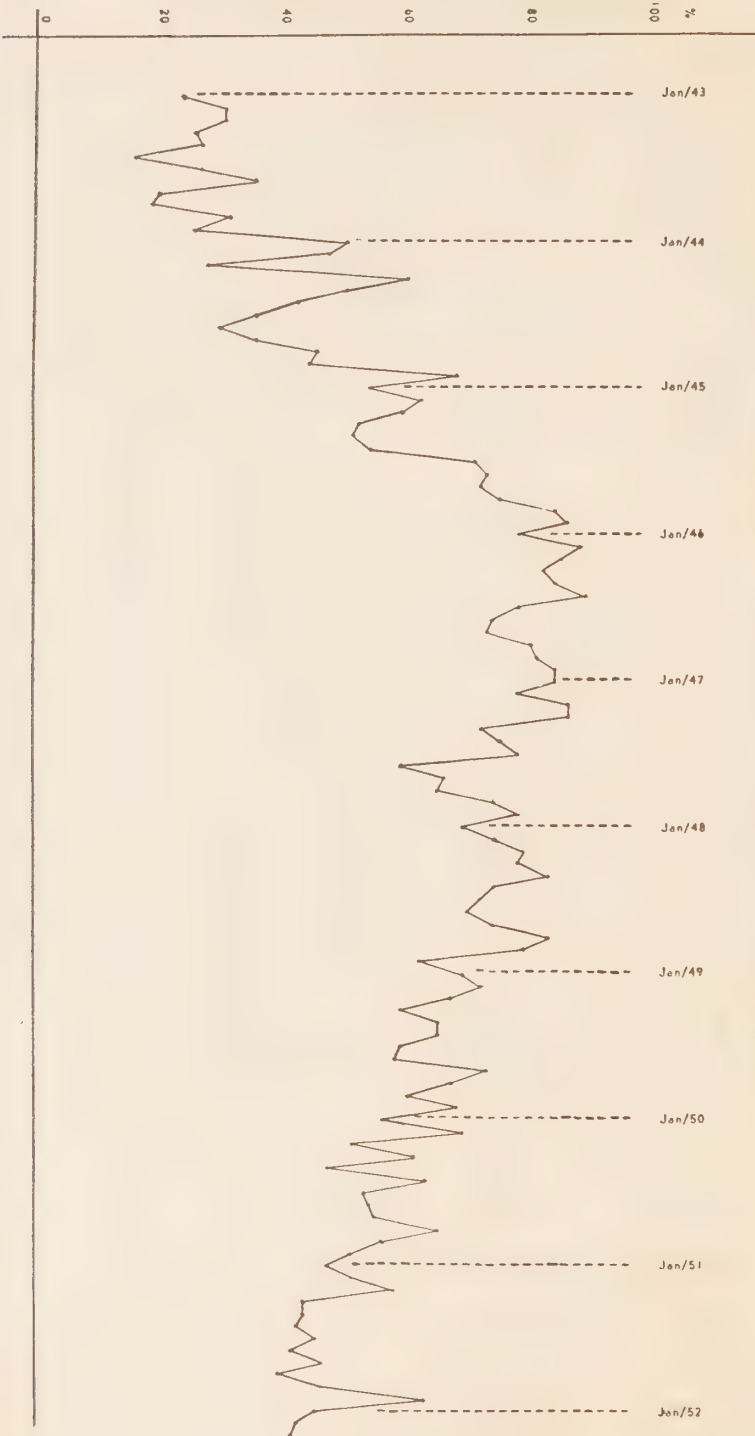
April 1951 - March 1952

	Number of Days' Absence	Per Capita Monthly Absence In Days	Percentage of Staff Absent	Approximate Total Cost \$	Approximate Per Capita Cost - \$ Per Month
Agriculture .....	4253.50	.36	1.65	35730	2.84
Attorney-General .....	3063.50	.59	2.84	30425	5.45
Provincial Police .....	4218.00	.29	1.20	33952	2.24
Education .....	4237.00	.40	1.88	41140	3.63
Health .....	5216.00	.68	3.28	41842	5.11
Highways .....	7184.00	.71	3.43	65227	6.02
Insurance .....	302.50	.87	4.19	2715	7.28
Labour .....	1648.00	.65	3.16	13306	4.96
Lands and Forests .....	8108.85	.45	2.15	63805	3.28
Mines .....	1451.00	.75	3.60	13119	6.23
Municipal Affairs .....	2289.50	.93	4.49	15857	5.92
Planning & Development..	636.40	.63	3.06	5377	4.99
Prime Minister .....	112.00	.55	2.66	1173	5.43
Provincial Auditor .....	463.50	.74	3.57	4895	7.21
Provincial Secretary .....	1201.75	.69	3.33	8928	4.77
Provincial Treasurer .....	5442.00	.80	3.89	42269	5.81
Public Welfare .....	4576.00	.84	4.04	31430	5.38
Public Works .....	4855.00	.96	4.63	35541	6.59
Reform Institutions					
Inside .....	563.50	.77	3.70	4065	5.14
Travel and Publicity .....	706.50	.68	3.26	5031	4.31
Total Departments .....	60528.50	.56	2.62	495827	4.30
Total Hospitals .....	28513.00	.57	2.34	178577	3.34
Total Reformatories .....	3638.00	.34	1.48	24320	2.11
ENTIRE SERVICE .....	92679.50	.55	2.46	698724	3.88

July 10, 1952.



**Monthly Appointments of Veterans  
shown as a  
Percentage of Monthly Male Appointments**



**Summary of Absences****ALL CAUSES EXCEPT VACATION**

April 1951 - March 1952

	Number of Days' Absence	Per Capita Monthly Absence In Days	Percentage of Staff Absent	Approximate Total Cost \$	Approximate Per Capita Cost - \$ Per Month
Agriculture .....	7724.00	.65	2.99	64882	5.16
Attorney-General .....	3393.00	.65	3.15	33698	6.04
Provincial Police .....	4472.00	.31	1.27	35997	2.38
Civil Service Commission .....	289.95	.68	3.28	2093	4.55
Education .....	5861.00	.55	2.69	56908	5.02
Health .....	5763.00	.75	3.62	46230	5.65
Highways .....	7190.00	.71	3.43	65282	6.03
Insurance .....	336.00	.97	4.65	3016	8.09
Labour .....	1916.00	.76	3.67	15470	5.77
Lands and Forests .....	9215.15	.51	2.44	72510	3.73
Mines .....	1482.00	.76	3.68	13399	6.36
Municipal Affairs .....	2436.00	.99	4.78	16872	6.30
Planning & Development .....	745.10	.74	3.58	6296	5.84
Prime Minister .....	112.00	.55	2.66	1173	5.43
Provincial Auditor .....	525.50	.84	4.05	5550	8.17
Provincial Secretary .....	1043.40	.80	3.83	7816	5.54
Provincial Treasurer ....	6029.50	.89	4.31	46832	6.44
Public Welfare .....	4966.50	.91	4.39	34112	5.84
Public Works .....	5311.50	1.05	5.07	38883	7.21
Reform Institutions					
—Inside .....	654.00	.89	4.30	4178	5.97
Travel and Publicity .....	733.50	.70	3.38	5223	4.48
Total Departments ....	70199.10	.65	3.04	576960	5.00
Total Hospitals .....	31371.00	.63	2.57	196477	3.68
Total Reformatories....	3998.50	.37	1.63	26730	2.32
ENTIRE SERVICE .....	105568.60	.63	2.80	800167	4.44

## Veterans

### Monthly Appointments

April 1951 - March 1952

<i>Month</i>	<i>Males</i>	<i>Veterans</i>	<i>Percentage of Veterans</i>
April .....	138	60	43.5
May .....	282	125	44.3
June .....	212	91	42.9
July .....	147	68	46.3
August .....	218	92	42.2
September .....	175	82	46.9
October .....	218	87	39.9
November .....	230	107	46.5
December .....	1497	957	63.9
January ....	132	61	46.2
February .....	77	33	42.9
March .....	175	74	42.3
	3501	1837	52.5

Statistics relating to the Ontario Liquor Control Board and Liquor Licence Board were included at the end of the calendar year 1951. The percentage of veterans was somewhat higher in these two branches of the service, but they did not affect the downward trend of veteran appointments since the high point of 1946.

# SUMMARY

## by Departments of

### PERMANENT and TEMPORARY APPOINTMENTS TRANSFERS and PROMOTIONS

April 1951 - March 1952

	Permanent Appointments	Permanent Employees Transferred from One Branch or Department to Another	Permanent Promotions	Temporary Employees Transferred to Permanent Staff	Temporary Appointments
Agriculture .....		13	36	105	218
Attorney-General .....	10	3	70	224	358
Education .....	19	11	33	61	147
Health .....		18	4	86	135
Hospitals .....		34	51	290	1715
Highways .....	109	47	8	39	82
Insurance .....			2	2	6
Labour .....		5	9	34	55
Lands & Forests .....	60	49	15	58	137
Lieutenant-Governor .....					
Liquor Control Board .....	1151				295
Mines .....		5	5	15	33
Municipal Affairs .....	2	1	3	18	90
Planning & Development .....		2	1	13	35
Prime Minister .....	1	2	2	1	3
Provincial Auditor .....		1		2	2
Provincial Secretary .....		25	2	2	38
Provincial Treasurer .....		23	5	34	149
Public Welfare .....	1	49	7	38	47
Public Works .....		7		31	110
Reform Institutions .....				8	5
Jails .....			1	17	21
Institutions .....	6	33	34	149	409
Travel & Publicity .....		5	1	12	12
<b>TOTAL</b> .....	<b>1359</b>	<b>333</b>	<b>289</b>	<b>1239</b>	<b>4111</b>

## Total Certificated Transactions

April 1951 - March 1952

<i>Department</i>	<i>Permanent</i>	<i>Temporary</i>
Agriculture .....	1151	672
Attorney-General .....	3140	633
Education .....	810	609
Health .....	608	371
Hospitals .....	1908	4435
Highways .....	1617	169
Insurance .....	19	16
Labour .....	373	102
Lands and Forests .....	2706	454
Lieutenant-Governor .....	2	0
Mines .....	215	62
Municipal Affairs .....	194	197
Planning and Development .....	84	89
Prime Minister .....	14	10
Provincial Auditor .....	87	12
Provincial Secretary .....	311	106
Provincial Treasurer .....	653	415
Public Welfare .....	160	216
Public Works .....	340	523
Reform Institutions .....	99	13
Jails .....	94	83
Institutions .....	894	826
Travel and Publicity .....	66	57
<b>TOTAL</b> .....	<b>15545</b>	<b>10070</b>
<b>GRAND TOTAL</b> .....		<b>25615</b>

Government  
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# REPORT

(OF THE)

## Ontario, Civil Service Commission

Province of Ontario

FOR THE YEAR ENDING MARCH 31st, 1953

Printed by Order of  
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**1954**





TO HIS HONOUR, THE LIEUTENANT-GOVERNOR,

MAY IT PLEASE YOUR HONOUR:

The undersigned has the honour to present to Your Honour the  
Thirty-Sixth Annual Report of the Civil Service Commission of Ontario.

Respectfully submitted,

G. A. WELSH,

*Provincial Secretary.*

Toronto, January 26, 1954.

COLONEL THE HONOURABLE G. A. WELSH, D.S.O.,  
*Provincial Secretary.*

Sir,

In conformity with the provisions of Section 2 (2) of The Public Service Act I have the honour to submit herewith a report for the fiscal year ending March 31, 1953.

I have the honour to be, Sir,

Your obedient servant,

C. J. FOSTER,

*Chairman,*

*Civil Service Commission*

Toronto, January 26, 1954.

## REPORT OF THE CIVIL SERVICE COMMISSION FOR THE FISCAL YEAR ENDING MARCH 31, 1953

---

During the year under review there was a small but gradual decline in the cost of living in Canada from 189.1 in March 1952 to 184.2 in March 1953. It might have been expected, therefore, that the adjustment of salaries would have had less significance than in the five years previous during which living costs rose steadily. Because of additional factors this expectation was not fulfilled and more than three hundred revisions were made to the compensation schedules.

As mentioned in previous reports the recruitment and retention of staff in the Civil Service is very largely determined by the prevailing conditions of employment in commerce and industry. The year was one of almost full employment, labour was in demand and wage rates across the Dominion rose by 8%. In order to avoid a heavy turnover of staff and to replace normal wastage the rate structures were under almost constant scrutiny throughout the year. This was necessary not only to recruit staff in classes where there was a definite shortage of applicants but also to maintain equality with comparable classes within the service.

Altogether 3701 appointments were made and there were 2873 separations because of death, superannuation, dismissal or resignation. It is of interest to note that over the five year period the percentage of separations has diminished as follows: 1949, 22%; 1950, 20%; 1951, 19%; 1952, 17%; 1953, 16%.

An analysis reveals that of the 2567 resignations 1722 were from the temporary staff and 845 from the permanent staff. At the close of the year there were 12,659 permanent employees and 4881 temporary employees. It will be seen, therefore, that the turnover in the permanent staff was only 6.7% as compared with 35% in the temporary staff. Further analysis indicates that of the resignations from the temporary staff 1012 were females and 710 males.

It appears to be a valid inference, which is supported by considerable evidence, that many resignations were due to females getting married. Other turnover in the temporary staff is largely attributable to the trial and error method by which persons securing employment determine whether a particular job suits them or does not suit them. The low turnover in the permanent staff indicates that employment becomes fairly stable after the first two or three years. As staff turnover is an expensive item it would seem that greater care might well be exercised to determine whether applicants are likely to remain in the positions for which they apply or whether they are merely seeking stop gap employment until they can obtain a position for which they consider themselves better qualified.

At the close of the year the total number of civil servants was 17,540 as compared with 16,712 the previous year. The main increases were 251 in the mental hospitals, attributable to the staffing of new insti-

tutions; 129 in the Department of the Attorney-General due to the expansion of the Provincial Police Force and 111 in the Department of Highways, made necessary by the enlarged programme of highway construction.

The day by day operations of the Commission relating to appointments, transfers, promotions, salary increases and separations resulted in a total of 23,295 certificated transactions.

## **Revaluation of Perquisites**

During the year the Commission commenced the task of bringing into line with present day costs the charges to civil servants for living quarters, meals, services and commodities which were originally established when the value of the dollar was much greater than it is to-day.

This revaluation had to be approached with considerable caution, because of the many factors involved. Among these were the degree to which an individual was free to choose; liability to be "on call" during non-working hours; geographical isolation and the performance of extra services.

The Commission decided that so far as the performance of extra services was concerned these should be recognized by increased pay and not by a lower rental or lower charges for other items of maintenance. An effort was made to establish uniform charges for equivalent living accommodation in the various branches of the service. At the same time consideration had to be given to the fact that if a man was required to occupy accommodation that was far beyond his needs some lowering of the rental charge should be made. Basically the problem of establishing maintenance rates in conjunction with salary rates is to equalize the position of the employee within an institution with that of an employee living outside, keeping always in mind the factors mentioned above.

The Commission is hopeful that the continuing attention it is giving to this problem, which involves several hundreds of thousands of dollars annually, will iron out many of the discrepancies that developed through the years when lack of central control led to varying practices in different departments.

## **Classification**

The activity of the Classification Office during the year reflected the continued increase in industrial and commercial wage levels, particularly in the metropolitan area. The Commission found it necessary to effect a general adjustment of rates in several class series. In each case careful comparisons were made with the prevailing rates in the area and with the rates paid by other departmental jurisdictions throughout the country. Such revisions were effected for classes for Clerks, Stenographers and Typists, Savings Office employees, Communications Techni-

cians, Statisticians, Provincial Air Service employees, and teaching and instructional employees.

In addition, a determined effort was made to consolidate and reduce the number of classes in several occupational groups where the development of a variety of heterogeneous titles had been detrimental to the effective control and equalization of rates by the Commission. New class series were set up for Laboratory Scientists, Laboratory Technicians, Land Titles Clerks, Engineers and Buildings Superintendents.

While the impetus for a revision in wage rates usually stems from difficulties in recruiting or retaining staff, it is a primary objective of the Classification Plan to ensure that an equitable relationship in pay should be maintained for all comparable positions throughout the Civil Service. Revising individual classifications whenever the pressure to do so makes itself felt inevitably produces an atmosphere of instability. It is the Commission's view that it would be desirable to confine adjustments to salary ranges to a single revision once every year.

The Classification Office also commenced setting maximum salary rates for classifications for senior positions which had formerly been listed with an open ceiling. These rates were reached after a careful consideration and comparison of the submissions made by all departments. The office also conducted individual classification surveys and continued the preparation of Organization Charts in conjunction therewith. Major surveys were conducted with respect to supervisory positions in the Department of Municipal Affairs and stenographic and typing positions in the Department of Lands and Forests. The latter survey involved a full-scale investigation of the work performed by all employees taking dictation or using a typewriter and led to many interesting conclusions with respect to the improved use of such services by a large department. An immediate result of this survey was the cancellation of several requests for additional staff and the assignment to correct classifications of several positions which had recently changed.

The value of these surveys has been amply demonstrated in the correction or avoidance of personnel problems, the improvement of organizational methods in the Department, and in the saving to the Government of additional salary expenditures. Unfortunately, it can only be carried on in a sporadic fashion with the limited number of trained Classification Officers presently available. During the year the office secured the services of Mr. D. N. Fosbury to assist in this work. Mr. Fosbury saw service as an Officer in the Army, 1939 - 1945, and as a Counsellor with the Department of Veterans' Affairs, and as a group supervisor with the Ontario Department of Public Welfare.

In preparing for the annual salary survey the Classification Office introduced new simplified forms for listing the normal one-step increments. Recommendations for further increases or promotions will henceforth be submitted individually on special forms requiring adequate supporting documents and explanatory comments. It is anticipated that the new procedures will permit the office to exercise a much closer control on the granting of special increases and speed up the processing of normal increases.



## Summary of Classification

### Revisions April 1, 1952 to March 31, 1953

<i>O.I.C.</i>	<i>Classes</i>	<i>New Classes</i>	<i>Compensation</i>
	<i>Withdrawn</i>	<i>Established</i>	<i>Revisions</i>
May 15/52	30	21	42
July 24/52	8	11	36
Sept. 4/52	—	—	51
Oct. 23/52	10	13	45
Dec. 11/52	24	23	29
Feb. 12/52	2	7	33
March 19/53	12	9	67
<b>TOTAL</b>	<b>86</b>	<b>84</b>	<b>303</b>

## Retirement Fund

On July 1, 1952 the Public Service Retirement Fund came into existence, with the purpose of collecting contributions from the temporary civil servants so that on transfer to the permanent staff they would have money available to place them in good standing in the Public Service Superannuation Fund. The Commission was entrusted with the responsibility of seeing that all properly qualified employees contributed and that if they left the service the appropriate refund should be made to them. This entailed considerable extra work for the Commission but will make easier the work of the Public Service Superannuation Board in collecting arrears of contributions for temporary service.

The Report of the Provincial Auditor on the operation of the Retirement Fund for the balance of the fiscal year shows that \$96,565.43 was contributed by employees. Refunds amounting to \$4,036.76 were made to persons who left the service and \$4,524.76 was transferred to the Public Service Superannuation Fund. When the Retirement Fund has been in operation a few months longer these amounts will be very greatly increased as it is usually a full year before temporary employees are transferred to the permanent staff.

## Casual Employees

Below are listed the numbers of casual employees who have been transferred to civil service status in recent years:

1937	-	176
1938	-	37
1939	-	38
1940	-	30
1941	-	90
1942	-	147
1943	-	87
1944	-	139
1945	-	441
1946	-	267
1947	-	794
1948	-	704
1949	-	285
1950	-	211
1951	-	412
1952	-	513

The problem of casual employees has always been a difficult one because of the varying conditions of their employment. Casual employees may be engaged by the hour, day, week or month. Their employment may be for a stated period, or until the completion of a project, or it may be indefinite. In the last-named case only circumstances will determine whether this casual employment may develop into regular employment.

The recruitment of casual employees is carried on by the Departments concerned. In most cases it is desirable that they should be engaged for work in the area in which they live in order to avoid housing difficulties. The Commission has no official connection with the employment of casual labour, although it is occasionally consulted with regard to rates of pay, which are usually those prevailing in the area. In many instances casual employees receive higher pay than regular employees who, however, enjoy benefits not available to casual employees. It is only when casual employment develops over such a period of time that it may be regarded as continuous that the Commission becomes actively interested. The Departments have been encouraged to review the circumstances periodically with a view to giving permanent status to such employees. After investigation the Commission then issues its certificate and fixes the remuneration at a rate comparable to that of permanent civil servants doing similar work.

## Joint Advisory Council and Board of Review

The Joint Advisory Council held several meetings during the year at which a variety of matters pertaining to the wellbeing of the service were discussed. Many of these related to the securing of uniform treatment throughout the service and the proper application of the regulations. Efforts were also made to see that the Departmental Councils were functioning properly.

The Civil Service Board of Review which hears cases of proposed dismissals was called on only twice during the year, although eighty-six dismissals actually took place.

### **Time Lost Through Illness**

Time lost by reason of illness throughout the Civil Service, according to the statistics compiled by the Commission, on a per capita basis, was exactly the same as in the previous year, namely .55 of a day a month. In other words, each civil servant lost, on the average, approximately one-half day each month. Comparative statistics indicate that this is a fairly low incidence of sickness.

In the previous year the cost of this illness was \$3.88 a month for each person employed. In the present year it was \$4.01. The increase of 13 cents a month reflects the higher salary level that prevailed.

The tables published with this report illustrate the percentage of time lost in each department. Last year the Commission commented on the significant differences in some departments, where the time lost appeared abnormally high, and suggested that a closer check should be kept on employees to see that sick leave privileges were not abused. The current statistics indicate that there has been some levelling off. The Commission would again suggest that strict control should be exercised in those departments where absence through illness is considerably above the general average throughout the service.

The graphs which accompany this report show the increase and decrease in illness in the various months of the year and the general pattern for several years past. This conforms very closely to medical statistics for the masses of the population.

The Civil Service Health Centre was extremely busy throughout the year and performed a valuable service in its efforts to keep civil servants healthy and at their desks. Thousands of employees received treatment for minor ills and accidents. Many cases of incipient disease were noted and the benefit of treatment in the early stages was thereby assured. Throughout the years the Centre has carried on an educational programme among civil servants and there can be no doubt that its efforts have done much to maintain the health of the service.

## Ontario Civil Service Summary of Absences

### ILLNESS

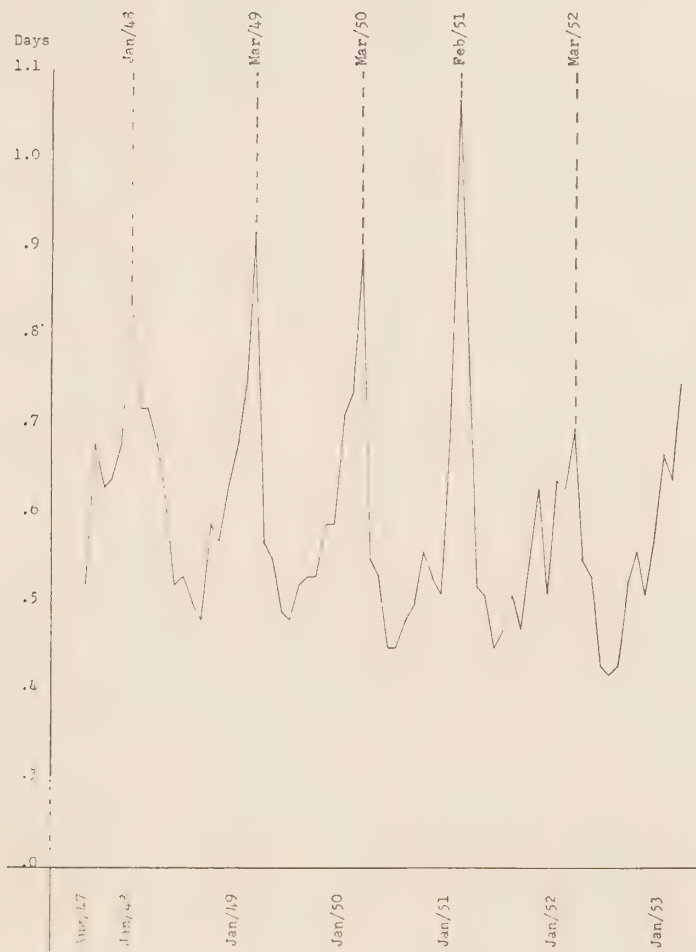
April 1952 - March 1953

	Number of Days' Absence	Per Capita Monthly Absence in Days	Percentage of Staff Absent	Approximate Per Capita Cost - \$ Per Month
Agriculture .....	4409.5	.34	1.49	2.79
Attorney-General .....	3187	.56	2.72	5.38
Provincial Police .....	4298	.28	1.14	2.21
Education .....	4634.5	.42	1.98	4.03
Health .....	4469.5	.57	2.77	4.49
Highways .....	8248	.73	3.54	6.34
Insurance .....	320	.85	4.12	7.34
Labour .....	1715.5	.63	3.05	4.92
Lands and Forests .....	7447.5	.39	1.66	3.06
Mines .....	1662	.83	4.01	7.32
Municipal Affairs .....	2613.5	.94	4.55	6.36
Planning and Development ..	695	.62	3.01	5.30
Prime Minister .....	67	.37	1.79	3.89
Provincial Auditor .....	381.5	.60	2.92	6.07
Provincial Secretary .....	1085	.59	2.88	4.25
Provincial Treasurer .....	5840	.82	3.96	6.13
Public Welfare .....	3625	.77	3.73	5.25
Public Works .....	4707	.89	4.32	6.26
Reform Institutions - inside	644	.85	4.13	7.23
Travel and Publicity .....	493.5	.55	2.68	3.89
Total departments .....	60543	.53	2.43	4.30
Total hospitals .....	33910.5	.63	2.56	3.73
Total reformatories .....	4214.5	.37	1.64	2.49
ENTIRE SERVICE .....	98668	.55	2.42	4.01

**PER CAPITA**  
**MONTHLY ABSENCE IN DAYS**  
**due to**  
**ILLNESS**  
**APRIL 1952      -      MARCH 1953**



**PER CAPITA MONTHLY ABSENCE IN DAYS**  
**for**  
**ILLNESS**





## Ontario Civil Service

### Summary of Absences

ALL CAUSES EXCEPT VACATION

April 1952 - March 1953

	Number of Days' Absence	Per Capita Monthly Absence in Days	Percentage of Staff Absent	Approximate Per Capita Cost - \$ Per Month
Agriculture .....	9150	.70	3.09	5.79
Attorney-General .....	3497	.62	2.98	5.90
Provincial Police .....	4602	.30	1.22	2.37
Education .....	6286	.57	2.68	5.47
Health .....	5144.5	.66	3.19	5.17
Highways .....	8315	.74	3.57	6.39
Insurance .....	367	.98	4.73	8.42
Labour .....	2097.5	.77	3.73	6.02
Lands and Forests .....	10952.5	.58	2.44	4.50
Mines .....	1700.5	.85	4.10	7.49
Municipal Affairs .....	3087.5	1.11	5.38	7.51
Planning and Development..	798	.71	3.45	6.09
Prime Minister .....	123	.68	3.28	7.14
Provincial Auditor .....	421	.66	3.22	6.70
Provincial Secretary .....	1135.5	.62	3.02	4.45
Provincial Treasurer .....	6495.5	.91	4.41	6.82
Public Welfare .....	3892	.83	4.00	5.64
Public Works .....	5101	.97	4.68	6.78
Reform Institutions - inside	687	.91	4.41	7.71
Travel and Publicity .....	545	.61	2.96	4.30
Total departments .....	74397.5	.65	2.98	5.29
Total hospitals .....	37445.5	.70	2.83	4.12
Total reformatories .....	4907	.43	1.91	2.90
ENTIRE SERVICE .....	116750	.65	2.86	4.78

## Veterans Monthly Appointments

APRIL 1952 — MARCH 1953

<i>Month</i>	<i>Males</i>	<i>Veterans</i>	<i>Percentage of Veterans</i>
April .....	172	59	34.3
May .....	157	68	43.3
June .....	197	91	46.2
July .....	144	66	45.8
August .....	194	96	49.5
September .....	118	56	47.5
October .....	156	77	49.4
November .....	263	108	41.1
December .....	124	62	50.0
January .....	177	72	40.7
February .....	179	71	39.7
March .....	151	66	43.7
	2032	892	43.9

During the past decade 61.3% of the male appointments to the Ontario Service have been veterans. In 1946-47 the appointment of veterans reached a peak of 82%. Since then the percentage has steadily declined. Last year the percentage was 52.5 and during the current year, 43.9. Under normal peace-time conditions this decline will continue as the proportion of war veterans in the total population decreases, and the age factor becomes more significant.

The accompanying graph indicates very clearly the trend of veteran appointments and follows closely the pattern established after the first World War. By the year 1956-7 it may be anticipated that veteran appointments will have dwindled to 20%, and that by the end of the decade they will be almost negligible. Altogether, since 1942 over 10,000 veterans have received appointments.

**APPOINTMENT OF VETERANS**  
**shown as a**  
**PERCENTAGE OF MALE APPOINTMENTS**  
**FOR THE FISCAL YEARS**



# SUMMARY

## by Departments of

### PERMANENT and TEMPORARY APPOINTMENTS TRANSFERS and PROMOTIONS

APRIL 1952 — MARCH 1953

	Permanent Appointments	Permanent Employees Transferred from One Branch or Department to Another	Permanent Promotions	Temporary Employees Transferred to Permanent Staff	Temporary Appointments
Agriculture .....	1	16	23	130	215
Attorney General .....	6	11	63	192	326
Education .....	9	9	11	46	139
Health .....	1	16	9	65	122
Hospitals .....	1	29	39	289	1421
Highways .....	152	73	16	38	25
Insurance .....			1	3	9
Labour .....	1	11	4	21	31
Lands and Forests .....	54	70	25	110	107
L.C.B.O. and L.L.B. ....	2			84	200
Mines .....	2	4	5	13	42
Municipal Affairs .....	1	1	4	31	61
Planning and Development ..		1	3	15	32
Prime Minister .....					3
Provincial Auditor .....		1	1	1	6
Provincial Secretary .....		7		19	45
Provincial Treasurer .....		20	15	96	106
Public Welfare .....	2	185	11	49	61
Public Works .....	1	16	6	2	46
Reform Institutions .....	1	8	2	1	10
Gaols .....		1	4	9	43
Institutions .....	2	12	33	105	399
Travel and Publicity .....		7	5	7	16
<b>TOTAL</b>	<b>236</b>	<b>498</b>	<b>280</b>	<b>1326</b>	<b>3465</b>

## Total Certificated Transactions

APRIL 1952 — MARCH 1953

<i>Department</i>	<i>Permanent</i>	<i>Temporary</i>
Agriculture ..	1215	777
Attorney General .....	1184	493
Education ..	1025	633
Health .....	787	476
Hospitals .....	1779	4792
Highways .....	663	109
Insurance ..	16	18
Labour .....	94	87
Lands and Forests ..	2086	361
Lieutenant-Governor ..	2	
Mines .....	195	83
Municipal Affairs ..	251	222
Planning and Development ..	151	94
Prime Minister .....	12	11
Provincial Auditor ..	21	10
Provincial Secretary ..	178	121
Provincial Treasurer ..	321	258
Public Welfare ...	699	354
Public Works ..	236	538
Reform Institutions .....	79	15
Gaols .....	171	133
Institutions ..	1325	1073
Travel and Publicity ..	94	53
 TOTAL .....	 12584	 10711
GRAND TOTAL		23295

## *Acknowledgments*

The Commission wishes to extend its thanks to the various departments and agencies of the Government for their assistance, co-operation and forbearance during the course of the year's activities. The work of the Commission requires constant contact with all branches of the service for the purpose of establishing salary rates, recommending appointments and transfers, and attending to the details of promotion, pay and separation from the service.

The Departments have assisted materially in providing information on which alterations in the compensation schedules have been based; they have co-operated in the many details of personnel administration supervised by the Commission; they have shown forbearance when the views of the Commission differed from their own. Except for this co-operation and understanding the difficulties of the Commission would have been greatly increased.

The Commission also wishes to express its appreciation to the Dominion Civil Service Commission for its unfailing courtesy and assistance and to the various Provincial Civil Service Commissions, Municipal Commissions, and public and private agencies which have supplied salary data and other information.

Finally I should like to extend my personal thanks to all members of the Commission Staff for their loyal co-operation and support.

C. J. FOSTER,

*Chairman,*

*Civil Service Commission*









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# REPORT

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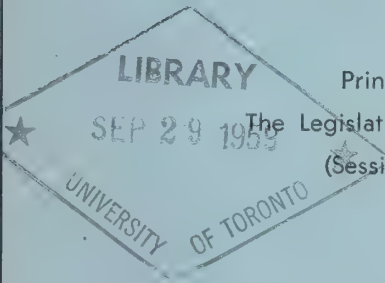
OF THE

Government  
Publications

## Civil Service Commission

Province of Ontario

FOR THE YEAR ENDING MARCH 31st, 1958



Printed by Order of

The Legislative Assembly of Ontario

(Session #35 — 1959)



ONTARIO

TORONTO

Printed and Published by Baptist Johnston, Printer to  
The Queen's Most Excellent Majesty  
1959



*Civ. Serv. Comm.*

**REPORT**  
[415]  
**OF THE**  
***Civil Service Commission***

**Province of Ontario**

**FOR THE YEAR ENDING MARCH 31st, 1958**

Printed by Order of  
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The Queen's Most Excellent Majesty  
1959





TO HIS HONOUR, THE LIEUTENANT-GOVERNOR,

MAY IT PLEASE YOUR HONOUR:

The undersigned has the  
honour to present to Your Honour the  
Forty-First Annual Report of the  
Civil Service Commission of Ontario.

Respectfully submitted,

A handwritten signature in dark ink, appearing to read "J. M. Phillips". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

Provincial Secretary.

Toronto, February 12, 1959.

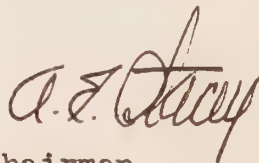
The Honourable Mackinnon Phillips, M.D.,  
Provincial Secretary.

Sir,

In conformity with the provisions of Section 2 (2) of The Public Service Act I have the honour to submit on behalf of Mr. C.J. Foster, the former Chairman, a report for the fiscal year ending March 31, 1958.

I have the honour to be, Sir,

Your obedient servant,



Chairman  
Civil Service Commission

Toronto, February 12, 1959.

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## REPORT OF THE CIVIL SERVICE COMMISSION

### FOR THE FISCAL YEAR ENDING MARCH 31, 1958

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## Highlights

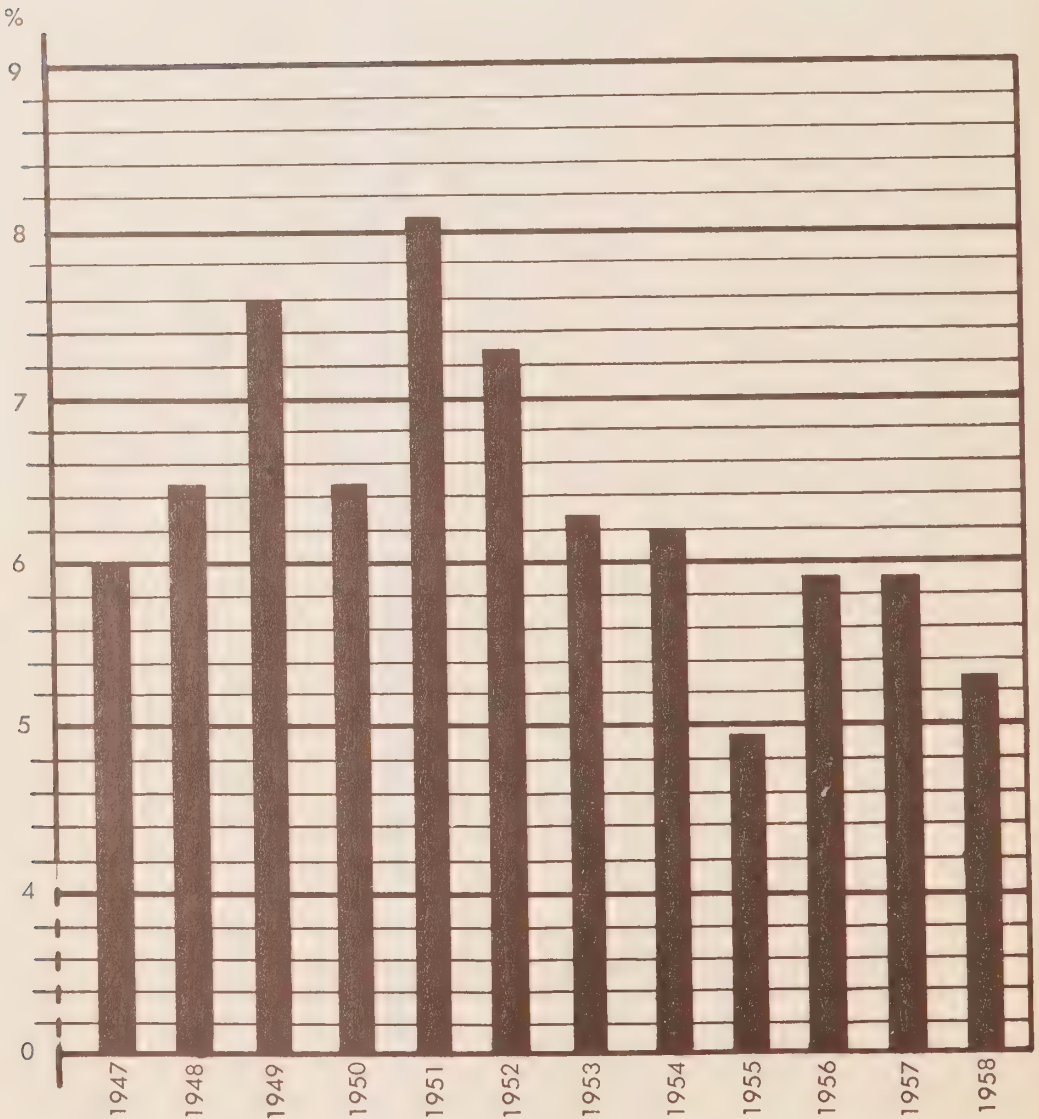
The year under review was an eventful one for the Ontario Civil Service. Trends manifested in the years immediately preceding were continued and, in some cases, accentuated. A levelling out of the domestic economy in the Province was reflected in the lowest rate of turnover within two decades, while Civil Service enrolment moved upward in response to the increased measure of services to the public. During the year the total number of employees under civil service appointment increased from 22,950 to 27,360. Appointments totalled 7,727 and separations 3,317, leaving a net increase in staff of 4,410. Included in this latter figure, were 2,101 employees transferred from the continuous casual staff to regular civil service appointment. The total increase in establishment, therefore, was 2,309. Of the total new appointments, 4,543 were males and 3,184 were females, which represents a slightly greater proportion of males appointed this year. 1,487 of the females appointed were married women, which represented a continuing trend in favour of a larger proportion of married women holding jobs in the Public Service. Looking at the figures for total Civil Service enrolment, it is noted that males numbered 18,402 and females 8,958. Of the males, 7,918 were war veterans, and of the females, 4,058 were married.

The upswing in enrolment was not entirely reflected in the number of certificated transactions, which increased to 44,925 from 44,831 last year. This was due to the fact that new, simplified procedures were introduced for approving annual increases. Naturally, the continued increase in enrolment in the Civil Service imposes an increasing strain on the routine procedures for dealing with all types of employee transactions. In introducing this new method of dealing with annual increases, the Commission feels that it is breaking new ground and that, in the years to follow, increasing attention will need to be paid to the streamlining of routine procedures and the delegation and decentralization of some central office responsibilities to the Departmental Personnel Offices.

In order to prepare for this trend, the Commission has been paying increased attention to the training and development of personnel staffs in the Departments. Qualifying promotional examinations have been held to ensure that Personnel Officers moving into positions of responsibility will be fully competent.

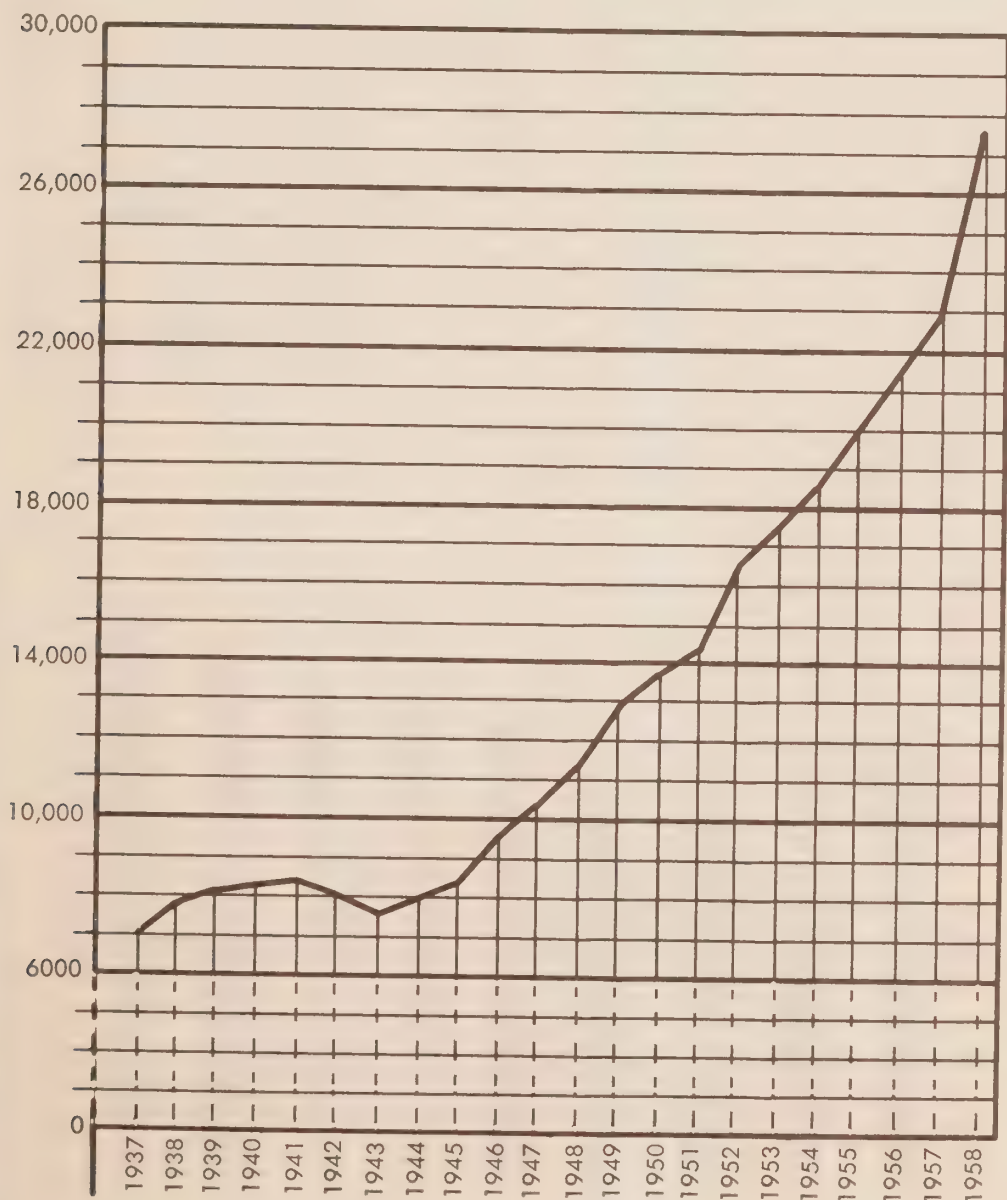
# Permanent Separations for All Causes Shown as a Percentage of Total Staff

FOR THE FISCAL YEARS ENDING  
MARCH 31



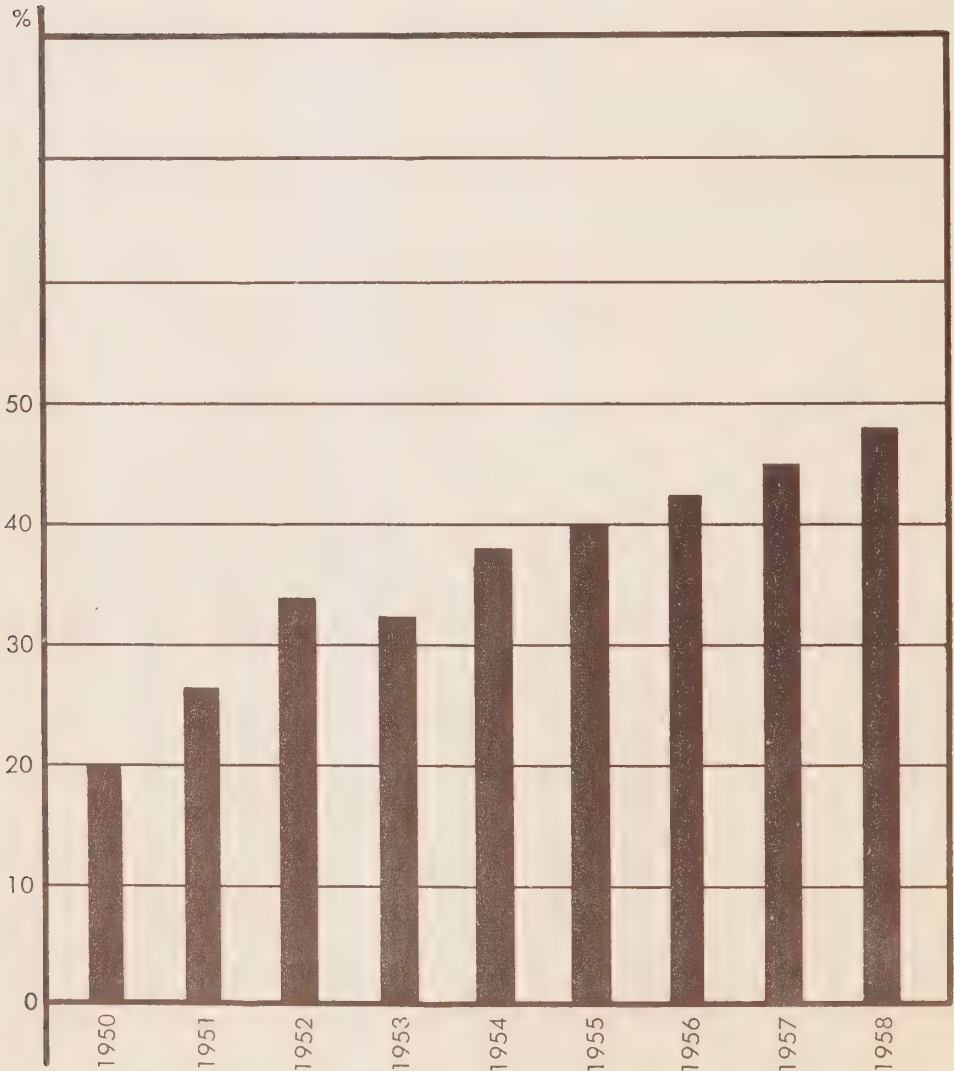
## Civil Service Enrolment

Employees



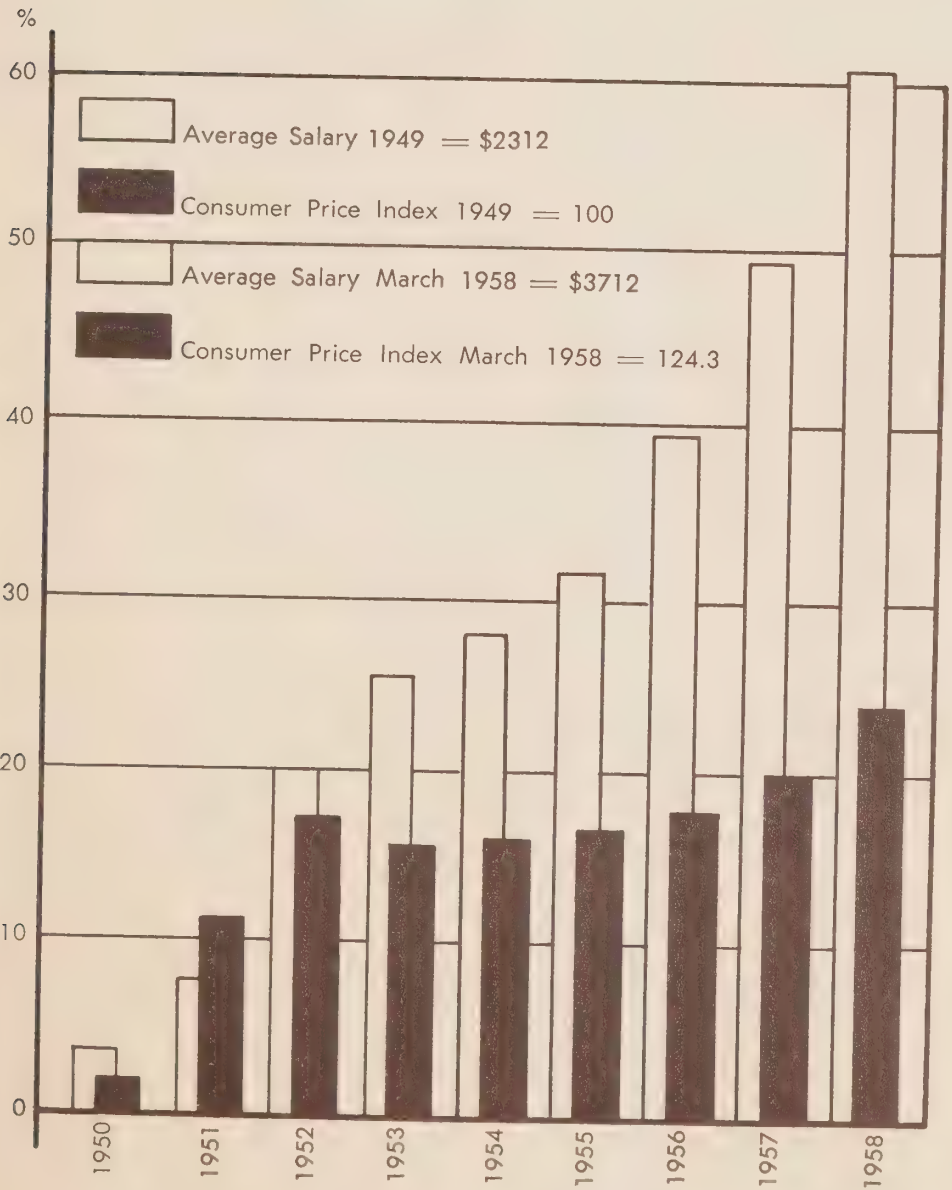
# Appointment of Married Females Shown as a Percentage of Female Appointments

FOR FISCAL YEARS ENDING  
MARCH 31



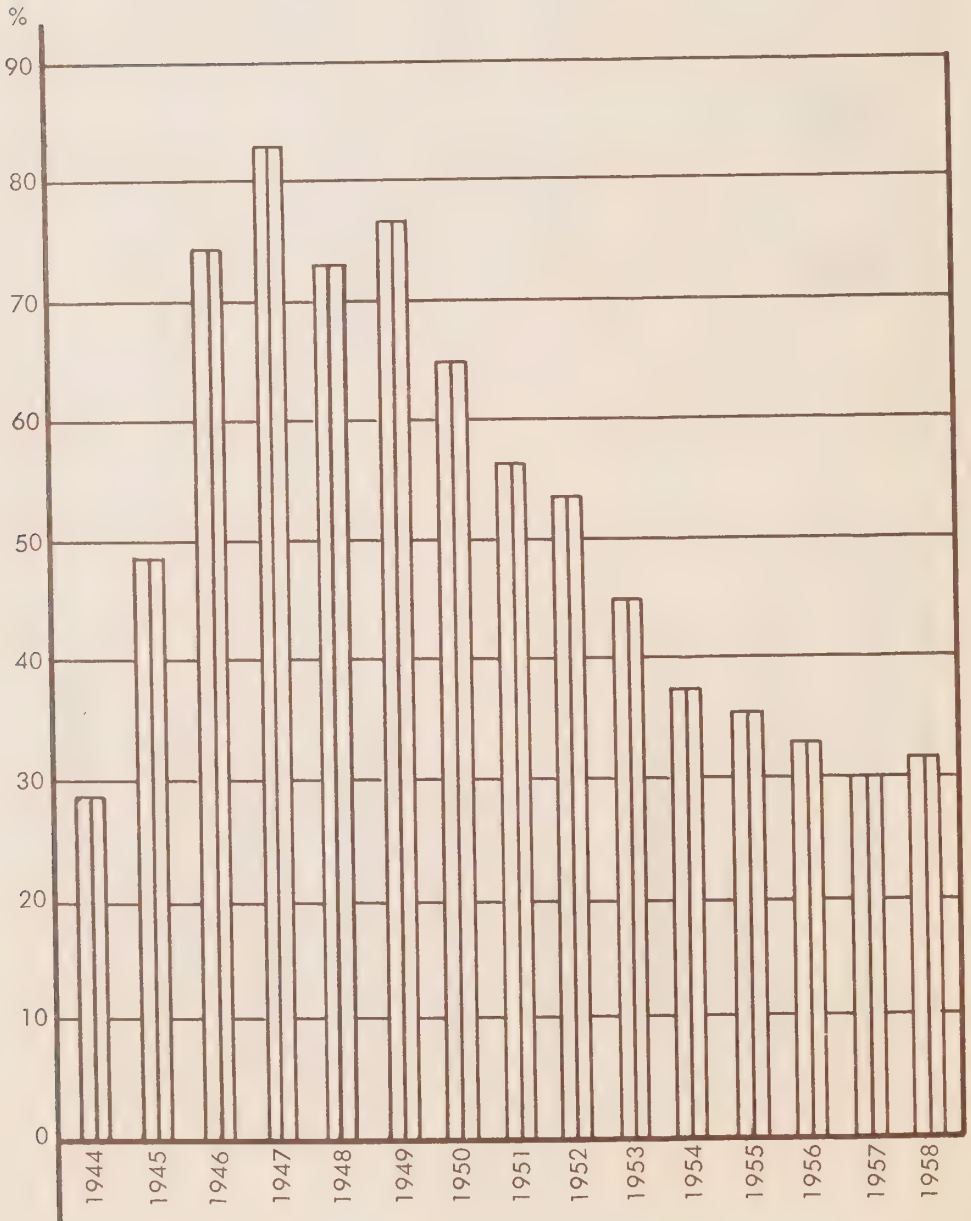


# Percentage Increase in Average Salaries and Consumer Price Index



## Appointment of Veterans Shown as a Percentage of Male Appointments

FOR FISCAL YEARS ENDING  
MARCH 31



## Staff Increases

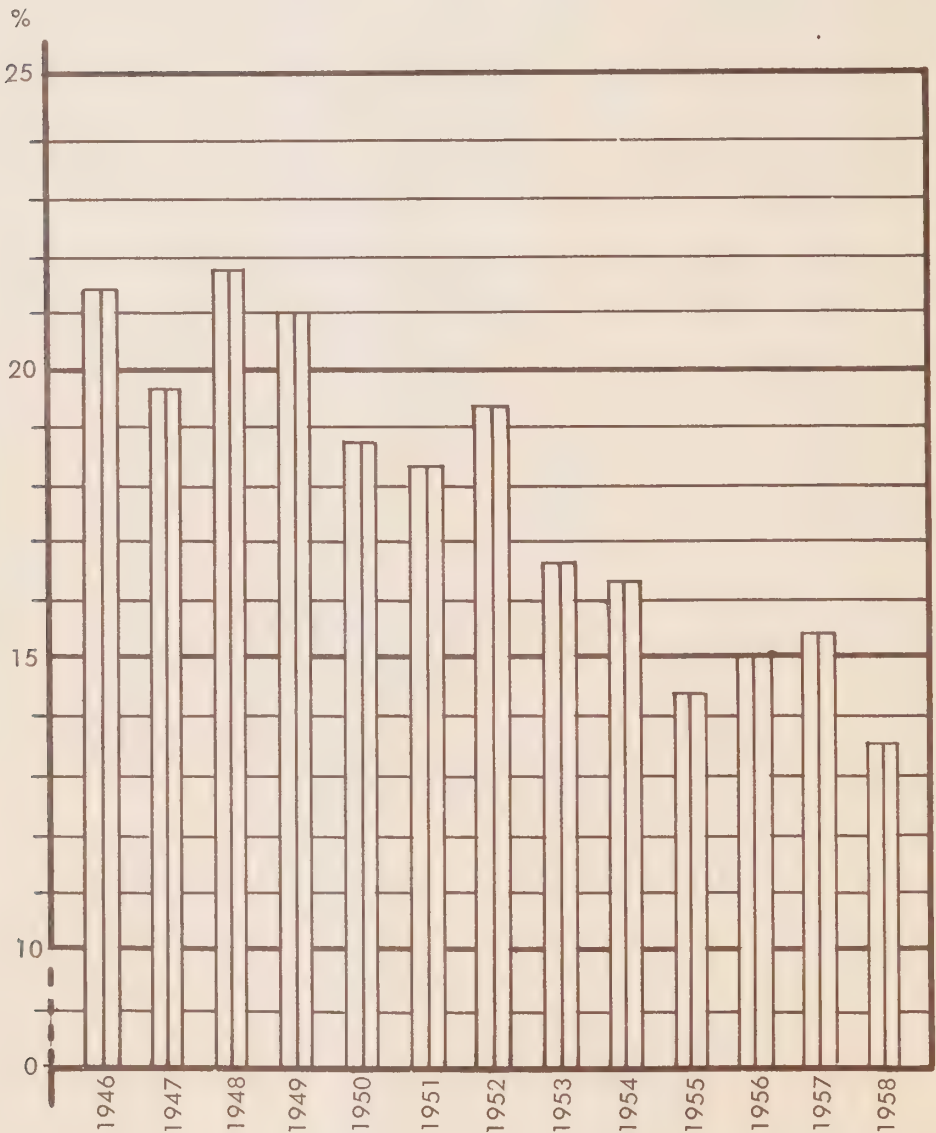
The sharp upturn in Civil Service enrolment, indicated in the accompanying chart, is to some extent artificial. As was mentioned earlier, 2,101 continuous casual employees were transferred to permanent and temporary staffs as opposed to 979 in the previous year. During previous years, the practice of retaining casual appointees on a continuing basis had resulted in large numbers of employees outside the Public Service Act. During the past year, under the direction of the Government, the Civil Service Commission and Departments concerned made a determined effort to transfer many of these employees to the permanent staff in order that they could participate in the benefits of Civil Service employment. The difficulties in pursuing this course are not immediately apparent, but entail considerable documentation and scrutiny to ensure that the normal Civil Service standards of qualifications and salary advancement are being observed.

Although the five day week was introduced in respect to Ontario Public Service employees in administrative offices several years ago, its application to employees on shift work and on field and institutional assignments proceeded more slowly. During the past year, the Government directed that, where feasible, all Departments should introduce the five-day 40 hour week and, where necessary, employ additional staff to cover the reduction in hours. In the hospitals, too, additional ward staff and tradesmen were appointed because of a policy decision to withdraw patients from working in the hospital kitchens and on the farms and maintenance programmes. These accounted for a further slight increase in the hospital staff totals.

Other factors causing an increase in Civil Service enrolment were the opening of new institutions at Millbrook and North Bay and substantial additions to the hospitals at Smiths Falls and Toronto. In addition, a new Department of Transport was set up, and the establishment of the Ontario Provincial Police was substantially increased to cope with increasingly heavy traffic demands. The rate of increase for all other Departments and Institutions was fairly moderate and, in many cases, negligible.

# Percentage Staff Turnover for All Causes

FOR FISCAL YEARS ENDING  
MARCH 31



## STAFF TURNOVER

Staff turnover is computed for purposes of this report as the percentage of employees leaving the Service for any reason, against the total enrolment. Separations from the Service, of course, include superannuations, retirements, deaths, dismissals and resignations for a wide variety of reasons. During the year, 158 employees superannuated and 79 retired; there were 111 deaths and 86 dismissals; resignations totalled 2,883. This represented a percentage staff turnover of 13.2% for all causes, but the percentage turnover in respect to permanent staff employees was 5.3%. Percentage turnover among male employees was 9.5% and among female employees 21.0%. Married females, who represent 45.3% of total female staff accounted for 50.7% of total female separations. Altogether, females who constituted 32% of total staff, accounted for 51.3% of total separations from the Civil Service.

As has been illustrated in previous annual reports, the turnover figures for the Ontario Public Service bear a favourable comparison with those of the Canadian Civil Service, and are considerably lower than the Canadian industrial average. The accompanying chart indicates that the current figure of 13.2 is the lowest since pre-war years and reflects the effect of a levelling off of the Consumer Price Index together with an increasing satisfaction with the conditions of employment in the Public Service. The lower rate of turnover, coupled with the slight industrial recession, permitted a greater degree of selectivity in choosing employees for appointment to the Public Service.



## Classification and Pay

Shortly after the inception of the fiscal year, the Dominion Government announced a series of adjustments to the salary rates of most classifications which disturbed the competitive relationship with Ontario salary rates. The Classification Office immediately commenced a comprehensive review of all classifications and incorporated in its proposal to the Commission recommendations to meet the requests of several Departments in relation to professional and technical classes in which recruitment had become increasingly difficult. In its deliberations on these proposals, the Commission invited submissions from Departments in respect to the forthcoming revisions and, after a careful process of sorting, comparing and relating all recommendations, brought out a new salary schedule with effect on October 1, 1957. After this proposal had been referred to the Civil Service Association for comment, the Government, by Order-in-Council dated December 19, 1957, implemented the new schedule and provided for salary adjustments on merit to all employees affected, resulting in a total additional salary expenditure of slightly over \$5 millions. A further Order-in-Council dated February 20, 1958, was required to correct a few anomalies.

Earlier in the year, two Orders-in-Council were passed to provide revised salary rates for several classifications in which salary and classification surveys had been conducted and to provide an upward adjustment of all educational classes.

In implementing the new salary schedule, the Commission sought to introduce further measures of standardization in pay scales by adhering, where possible, to a normal five-stage salary range. In effect, the pay schedule was so arranged that standard listed pay rates and increments were established for all revised classes. This provided an interlocking pay plan of a type which is familiar in most large jurisdictions and which provides for less mechanical difficulties in future adjustments and re-arrangement of pay scales.

During the year the facilities of the Classification Office were engaged on an increasing number of occasions to conduct classification audits and organizational surveys. Individual desk audits were made for 77 different positions. More comprehensive surveys were made for the following complete organizational units:

The Engineering Audit Section, Department of Highways

The Department of Travel and Publicity

The Registrar's Branch, Department of Education

The Main Office, Department of Planning and Development

The Accounts Office, Department of Highways

The Payrolls Offices, all Departments

There were, in addition, at least fifteen other general conferences with departmental administrators in respect to the use and revision of special class series and the general organization of their units.

Several new class series were set up for professional and technical classes in the Department of Public Works. A study of positions in institutional business offices resulted in the establishment of a new series for Hospital Business Administrators and revisions to the rates for Bursars at other institutions and schools. There was a comprehensive study of positions in the Highways Department ferry services, resulting in the setting up of appropriate classifications which permitted the transfer of all such employees from casual to regular staff. Finally, there was a review of all positions in Tabulating Machine installations, and new classes and revised salary ranges were established for operators and supervisors.

## Summary of Classification Revisions

APRIL 1, 1957 TO MARCH 31, 1958

<i>Dates of O.I.C.</i>	<i>New Classes Established</i>	<i>Classes Withdrawn</i>	<i>Compensation Revisions</i>
May 23, 1957 .....	8	6	17
June 12, 1957 .....			45
December 19, 1957 .....	36	39	846
February 20, 1958 .....	84	6	4
	128	51	912



## Organization and Staff Changes

The Public Service Act provides that the Civil Service Commission shall consist of not more than three persons. Since its inception in 1918 the Commission has had but one member who was named Civil Servant Commissioner until 1953 when the incumbent was designated by Lieutenant Governor-in-Council as "Chairman". The Commission was enlarged to three members in June, 1957 with the appointment of Miss F. V. Glenney and Mr. D. J. Collins as Commissioners. Miss Glenney had served with the Commission since its inception, for many years holding the dual position of Assistant to the Chairman and Assistant to the Secretary of the Public Service Superannuation Board. Mr. Collins was at one time Chief Classification Officer with the Commission, and subsequently Executive Officer in the Prime Minister's Office. With the inception of the new Department of Transport, he was named Deputy Minister, and holds that position concurrently with his appointment as a Civil Service Commissioner.

Shortly afterwards in July, the position of "Director of Personnel" was created with the responsibility of administrating the personnel programme as determined by the Civil Service Commission. Appointed to this post was Mr. J. S. Stephen, formerly Director of Classification. Mr. S. J. Whitney of the Classification Office was appointed as Executive Officer and Office Manager, and Mr. H. F. Goss was promoted to Chief Classification Officer. Mr. R. R. Mabee of the Classification staff was appointed Perquisites Officer and placed in charge of the administration of attendance credit gratuities.

While the staff of the Classification Office was seriously reduced by these changes, it also suffered the loss of Mr. K. S. Freedy to private industry. However, this was offset by the appointment of Mrs. M. R. Barclay, B.A., B.Ed., a former Health Educator, Classification Technician and Budget Analyst with the Saskatchewan government. Towards the close of the fiscal year, examinations were held to recruit additional classification trainees and successful candidates were Mr. Kenneth Skelton and Mr. E. Karvonen. The latter left after a few months to continue his studies at the University and was replaced during the summer months by Mr. R. W. Hunter, a post-graduate student at the University of Toronto. Mr. Skelton proved to be a most valuable acquisition because of his previous experience as an Organization and Classification Officer in the Civil Service of Great Britain.

# Total Certificated Transactions

APRIL, 1957 - MARCH, 1958

<i>Department</i>	<i>Permanent</i>	<i>Temporary</i>
Agriculture .....	1,679	683
Attorney General .....	913	670
Provincial Police .....	2,574	621
Economics .....	36	53
Education .....	532	626
Health .....	927	519
Hospitals .....	7,795	6,566
Highways .....	5,391	1,153
Insurance .....	78	20
Labour .....	369	153
Lands and Forests .....	3,562	416
Lieutenant-Governor .....	2	
Mines .....	230	127
Municipal Affairs .....	128	133
Planning and Development .....	244	252
Prime Minister .....	20	4
Provincial Auditor .....	82	14
Provincial Secretary .....	479	239
Public Welfare .....	409	275
Public Works .....	781	1,129
Reform Institutions .....	100	32
Jails .....	157	142
Institutions .....	1,331	1,417
Transport .....	266	254
Travel and Publicity .....	123	60
Treasury .....	687	464
TOTAL .....	28,895	16,022
GRAND TOTAL .....		44,917

# SUMMARY

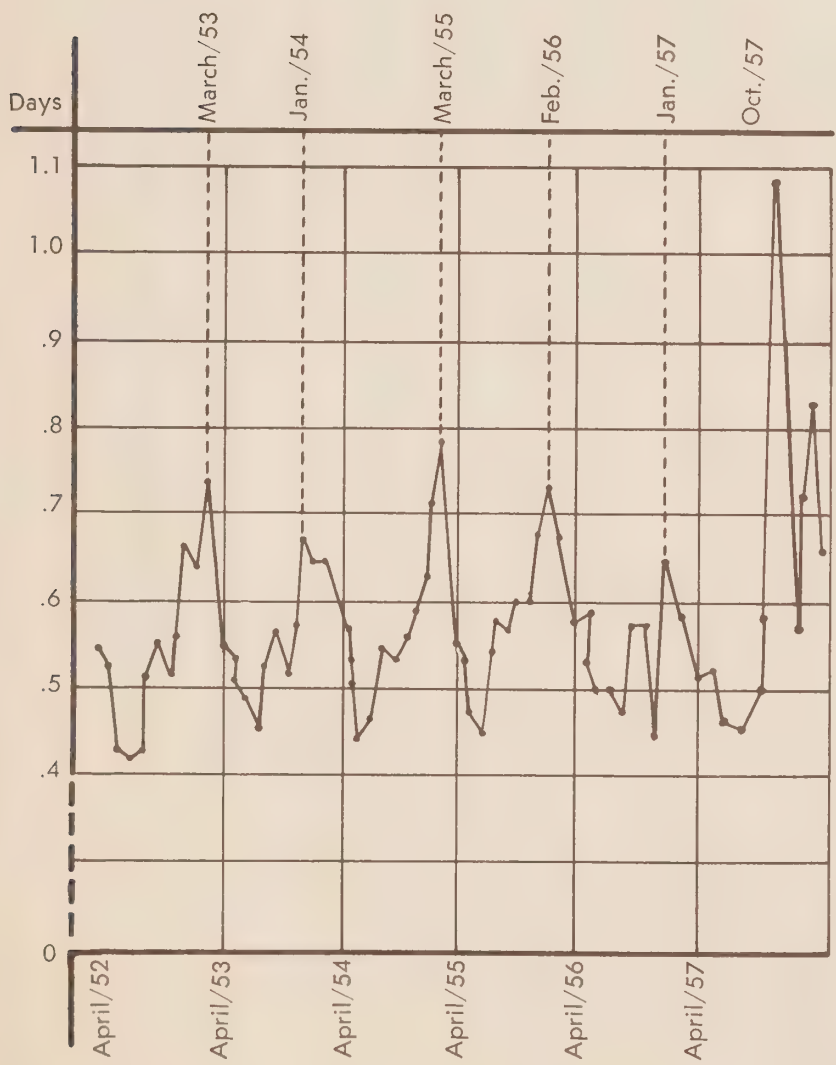
## by Departments of

### Permanent and Temporary Appointments Transfers and Promotions

APRIL, 1957 - MARCH, 1958

	Permanent Appointments	Permanent Employees Transferred from One Branch or Department to Another	Permanent Promotions	Temporary Employees Transferred to Permanent Staff	Temporary Appointments
Agriculture .....	—	2	117	229	218
Attorney General .....	7	3	77	182	183
Provincial Police .....	4	4	240	240	338
Economics .....	—	2	9	3	14
Education .....	25	1	49	98	201
Health .....	22	7	72	149	156
Hospitals .....	3	185	393	1,448	2,403
Highways .....	1,442	141	321	344	405
Insurance .....	—	—	6	12	5
Labour .....	—	—	42	38	58
Lands and Forests .....	74	8	198	110	114
L.C.B.O. and L.L.B. ....	1	—	—	123	153
Mines .....	—	1	19	22	44
Municipal Affairs .....	1	7	8	17	45
Planning and Development ..	—	2	12	38	78
Prime Minister .....	—	2	—	5	—
Provincial Auditor .....	1	—	11	11	5
Provincial Secretary .....	—	2	56	82	94
Public Welfare .....	—	4	19	47	83
Public Works .....	3	1	49	235	423
Reform Institutions .....	—	4	5	6	8
Jails .....	1	3	10	13	76
Institutions .....	4	60	110	143	679
Transport .....	48	—	11	—	112
Travel and Publicity .....	—	—	10	33	23
Treasury .....	—	17	73	69	173
<b>TOTAL .....</b>	<b>1,636</b>	<b>456</b>	<b>1,917</b>	<b>3,697</b>	<b>6,091</b>

# Per Capita Monthly Absence in Days for Illness



# Average Monthly Absence in Days Per Capita Due to Illness

FOR FISCAL YEARS ENDING

MARCH 31

	1951	1952	1953	1954	1955	1956	1957	1958
Agriculture	.39	.36	.34	.33	.38	.34	.31	.61
Attorney General	.54	.59	.56	.54	.55	.58	.53	.67
Provincial Police	.28	.29	.28	.33	.25	.23	.23	.27
Economics							1.10	.76
Education	.52	.40	.42	.40	.42	.49	.41	.47
Health	.67	.68	.57	.66	.71	.69	.54	.68
Highways	.87	.71	.73	.77	.68	.64	.62	.69
Insurance		.87	.85	.70	.69	.57	.60	.74
Labour	.82	.65	.63	.71	.75	.84	.80	.92
Lands and Forests	.46	.45	.39	.42	.43	.46	.44	.47
Mines	.69	.75	.83	.62	.58	.60	.48	.53
Municipal Affairs	1.06	.93	.94	.93	.87	.63	.50	.66
Planning and Development	.71	.63	.62	.79	.64	.57	.47	.58
Prime Minister	.67	.55	.37	.53	.33	1.30	.48	.44
Provincial Auditor	.69	.74	.60	.76	.85	.98	.89	1.05
Provincial Secretary	.86	.69	.59	.55	.63	.74	.78	.88
Public Welfare	.79	.84	.77	.81	.79	.70	.85	.83
Public Works	.87	.96	.89	.81	.97	.81	.83	.94
Reform Institutions	.85	.77	.85	.84	.75	.88	.70	.83
Transport								.94
Travel and Publicity	.58	.68	.55	.68	.61	.49	.68	.90
Treasury	.75	.80	.82	.86	.86	.81	.81	.81
Departments	.59	.56	.53	.55	.55	.53	.51	.62
Hospitals	.69	.57	.63	.61	.64	.68	.63	.72
Reformatories	.32	.34	.37	.41	.46	.47	.46	.44
ENTIRE SERVICE	.60	.55	.55	.56	.57	.58	.55	.64
Average Yearly Absence								
in Days — per capita	7.20	6.60	6.60	6.72	6.84	6.96	6.60	7.68

## Civil Service Health Centre

The Health Centre was established in 1944 as a service to employees in order to forestall absenteeism through illness in the detection and control of minor illnesses and the treatment of injuries caused by accidents.

It has also served as a pilot unit for the establishment of similar units with many industrial organizations. The figures given below indicate the increasing use of the Centre and its branches in several other government buildings in the Toronto area. Although absenteeism increased during the fiscal year largely because of the influenza epidemic, it was undoubtedly checked to a considerable extent by the availability of on-the-job consultative and treatment services provided by the Health Centre.

### VISITS TO CIVIL SERVICE HEALTH CENTRE

	<i>Males</i>	<i>Females</i>	<i>Total</i>
1944 .....	1,751	2,688	4,439
1945 .....	2,718	3,734	6,452
1946 .....	4,114	4,592	8,706
1947 .....	6,008	5,851	11,859
1948 .....	9,776	8,361	18,137
1949 .....	14,045	12,621	26,666
1950 .....	15,506	12,981	28,487
1951 .....	14,614	12,751	27,365
1952 .....	13,571	12,495	26,066
1953 .....	12,280	11,301	23,581
1954 .....	13,232	11,475	24,707
1955 .....	11,149	9,667	20,816
1956 .....	10,662	10,616	21,278
1957 .....	15,287	13,998	29,285
14 Year Total	144,713	133,131	277,844



## Acknowledgments

In acknowledging the co-operation and support willingly given by Deputy Ministers, Personnel Officers and other officials in the various Departments, the Commission wishes at this time formally to record its sincere appreciation. Without this support, the work of the Commission with respect to employee relations and working conditions throughout the Civil Service would have been extremely difficult to achieve. The Commission is convinced that there exists a strong feeling of partnership on the part of all officials involved in these matters and that such a relationship is indispensable to progress in the field of personnel administration.

Special appreciation is due to the staff of the Commission whose untiring effort and loyal assistance made possible the achievements of the Civil Service Commission during the past year.

*A. E. Stacey*

Chairman,

Civil Service Commission.











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Publications

# REPORT

OF THE

## *Civil Service Commission*

Province of Ontario

FOR THE YEAR ENDING MARCH 31st, 1959

Printed by Order of  
The Legislative Assembly of Ontario  
(Session #35 — 1960)



ONTARIO

TORONTO

Printed and Published by Baptist Johnston, Printer to  
The Queen's Most Excellent Majesty  
1960



*Ontario Civil Service Commission*

# **REPORT**

*[4222]*

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1960



TO HIS HONOUR, THE LIEUTENANT-GOVERNOR,

MAY IT PLEASE YOUR HONOUR:

The undersigned has the honour  
to present to Your Honour the Forty-Second Annual  
Report of the Civil Service Commission of Ontario.

Respectfully submitted,

A handwritten signature in dark ink, reading "James Allan". The signature is written in a cursive style with a large, stylized initial 'J' and a trailing dot at the end.

Treasurer of Ontario.

Toronto, March 10, 1960.

The Honourable James N. Allan,  
Treasurer of Ontario.

Sir,

In conformity with the provisions of Section 2 (2) of The Public Service Act I have the honour to submit herewith the report of the Civil Service Commission for the fiscal year ending March 31, 1959.

I have the honour to be, Sir,

Your obedient servant,

A handwritten signature in dark ink, appearing to read 'A. E. Dacey'. The signature is written in a cursive, flowing style with a large initial 'A'.

Chairman  
Civil Service Commission

Toronto, March 10, 1960.

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## ACKNOWLEDGEMENTS

## FOREWORD

The fiscal year ending March 31, 1959, saw a further reorganization of the Civil Service Commission. At the end of the first quarter, Chairman C. J. Foster retired and was succeeded by A. E. Stacey, who formerly held the position of Business Administrator in the Department of Education. The other Members of the Commission continue to be Miss F. V. Glenney and D. J. Collins, who concurrently holds the position of Deputy Minister of Transport.

The work of the Commission increased proportionately during the year with the expansion and extension of services to the Departments and, as a result of close liaison with the Departments and departmental officials, there was noticeable improvement in employer-employee relations. Increased interest in the general welfare of the employees was evident from the recommendations made to the Commission from the periodic meetings of the various Councils. Only through harmonious unified effort can we hope to attain the goals we have set before us.

Continuing stabilization of the Ontario Civil Service was evident during the year ending March 31, 1959. Turnover rates were the lowest in the past two decades and the rate of growth of the provincial work force slowed.

Significant numbers of persons continued to be transferred from continuous casual status to regular staff and were thus afforded the full benefits of Civil Service appointment.

On the average, salaries in the Ontario Civil Service kept pace with the rates at which the Canadian Industrial Composite and the Consumer Price Index increased during the year.

An important development in personnel administration during the year was the implementation of the Order-in-Council authorizing the establishment of a Personnel Council. Consisting as it does of Departmental Personnel officials and members of the staffs of the Civil Service Commission and the Public Service Superannuation Board, the Council is in a position to serve as a sounding board for proposed changes in personnel policies. It also provides Departments with a method of putting forward problems on a joint basis and making recommendations to the Civil Service Commission on modifications in personnel policies, procedures and practices.

The Joint Councils system was further strengthened by provision for a permanent secretary to the Joint Advisory Council and by the requirement for a Departmental Council in each Department, with Branch Councils when appropriate.

Within the Civil Service Commission offices, new methods of speeding and facilitating governmental personnel transactions and of maintaining records were explored. One result was the decision to proceed with a small I. B. M. installation. Preliminary planning for this project was under way at the end of the year.

No significant changes were made in the Public Service Act or the Regulations. General policies in connection with personnel administration were carried on in accordance with the provisions of the Public Service Act.

A comprehensive picture of the year's work is presented in detail in the following pages, together with graphs and charts.

# Retirement of C. J. Foster from Chairmanship

The year saw the retirement of C. J. Foster from the chairmanship of the Civil Service Commission. Mr. Foster retired May 30 after a long and distinguished career in the service of the Provincial Government, including 24 years as head of the Civil Service Commission.

Following a period in the Press Gallery of the Legislative Assembly, Mr. Foster joined the Provincial Service in 1927 as secretary to the Minister of Highways. In 1931, he was appointed secretary to the Prime Minister. With a change of Prime Ministers in 1934, Mr. Foster was retained as secretary and in the same year was appointed Civil Service Commissioner and Secretary of the Public Service Superannuation Board.

In 1945, Mr. Foster was relieved of his secretarial duties for the Prime Minister in order to devote his full attention to Commission and Superannuation Board activities. In 1953, Mr. Foster became Chairman of the Civil Service Commission and when the Commission was enlarged in 1957, he became chairman of the new three-member body.

Mr. Foster's term as head of the Civil Service Commission spanned a period during which many notable developments occurred within the Ontario Civil Service. The spectacular growth of the Province with its consequent demands on the Government was reflected in the growth of the provincial work force from 7,000 to 30,000 employees. This four-fold increase in the size of the service precipitated many problems of personnel administration in the solution of which Mr. Foster's leadership and guidance played a crucial role.

Mr. Foster will be best remembered by his staff and other Civil Servants intimately associated with him for his warm, humane regard for the interests and problems of the individual. While he always contended that a primary obligation of the Commission was to ensure equality of treatment of Civil Servants, he believed that the circumstances of individual cases should colour the application of the general rules of procedure. To him, personnel administration entailed a great deal more than the uniform enforcement of impersonal procedures. He believed that the interests of the individual employee must never be submerged in the red tape of restrictive rules and regulations.

# Characteristics of the Provincial Service

- Civil Service turnover rates continue to drop during 1958-59.
- Rate of increase in size of Civil Service shows decline from 1957-58.
- Fewer employee absences due to illness reported.

## STAFF TURNOVER RATES DOWN

The increasing stability of the Provincial working force was indicated in the year under review by the continuing drop in turnover rates. Total separations from Permanent and Temporary staff were down approximately 2%, while separations from Permanent staff exclusively dropped  $\frac{1}{2}\%$ . These are the lowest turnover rates experienced in this service in the past two decades. They bear a favourable comparison with those of the Civil Service of the Government of Canada and are considerably lower than the Canadian industrial average. (Please refer to Chart 1 in the Appendix for additional details on turnover trends.)

Staff turnover, for purposes of this report, is calculated as the percentage of employees leaving the service for any reason. This covers separations due to voluntary resignation, dismissal, death, superannuation and retirement.

During the year, resignations totalled 2,711 compared to 2,883 for the previous year. There were, in addition, 159 superannuations, 124 retirements, 138 deaths and 90 dismissals. This resulted in a percentage turnover among Permanent and Temporary employees of 11.1% compared to 13.2% in 1957-58. Percentage turnover of Permanent employees only during 1958-59 was 4.8% compared to 5.3% in the previous year.

Percentage turnover among male employees on Permanent and Temporary staffs was 8% and among female staffs 17.7%. While married female employees represent 47.2% of the total female staff, they accounted for 52.7% of the total female separations. Altogether, females who constitute 32.8% of total staff, accounted for 51.5% of the total separations from the service. This compares with a separation rate for females of 51.3% in 1957-58 when they constituted 32% of total Civil Service staff.

It is noted that all of the totals to which reference is made above include figures on staffs of the Liquor Control Board of Ontario and the Liquor Licence Board of Ontario.



## RATE OF SERVICE GROWTH SLOWS

### Gross Total Increases

In addition to new appointees the Civil Service Commission continued to process many Civil Service appointments for continuous casual staff. In 1958-59, the total number of employees under Civil Service appointment increased by 2,875 from 27,360 to 30,235. This compares with an increase of 4,410 during the previous fiscal year when the total rose from 22,950 to 27,360. During 1958-59 there were 6,097 appointments and 3,222 separations. The comparative figures for 1957-58 were 7,727 and 3,317. These figures include totals for the Liquor Control Board and the Liquor Licence Board. (Please refer to Chart 2 in the Appendix for additional information on trend of Civil Service. Employment and to Table 1 for detail on size of departmental staffs.)

### Rates of Increase Drop

Using 22,950, the total number of Civil Servants at April 1, 1957, as a base figure, the percentage increase in staff for 1957-58 was 19% and to March 31, 1959, the percentage increase for the two years was 32%.

However, the increase of 4,410 in 1957-58 included 2,101 employees transferred from continuous casual status to regular staff, and the increase of 2,875 in 1958-59 included 1,348 transfers from continuous casual to regular staff. This means that in 1957-58 and 1958-59, the actual increases were 2,309 and 1,527 respectively.

### Transfers to Regular Staff Continue

Substantial numbers of transfers from continuous casual status to regular staff continued to take place during the year, as noted above. Departments with continuous casuals on payroll and the Civil Service Commission pressed efforts to extend the benefits of Civil Service employment to additional Government workers.

The documentation and scrutiny entailed in each transfer require much detailed work on the part of Departmental and Commission staffs in order to maintain qualification and salary standards. As a result, transfers of this nature do not always occur at the rate which might be desired.

### Improved Services

Several factors were responsible for the increase in the Civil Service staff which occurred during 1958-59. As noted previously, nearly half of the increase of 2,875 was due to transfers from casual to regular status. Other factors accounting for this increase included: further extension of the 5-day week within the service, the continued withdrawal of hospital patients from kitchen, farm and maintenance programs, new welfare services and increased caseloads, larger student enrolments in provincial educational institutions, expanded programs and increased levels of service in a number of Departments, and original recruitment for one new Department.

## LITTLE CHANGE IN DISTRIBUTION

Of the total of 6,097 new appointments made during 1958-59, there were 3,492 males and 2,605 females compared to 4,543 males and 3,184 females of a total of 7,727 in the year previous. Of the females appointed, 1,127 were married women, compared to a total of 1,487 married females appointed in 1957-58. At March 31, 1959, there were 20,332 males under Civil Service appointment and 9,903 females. Of the latter, 4,677 were married.

Of the 20,332 males on staff at March 31, 1959, there were 8,443 war veterans. Of the 3,492 males appointed during the year, 1,060 were war veterans which represented a decrease of 1% in the number of war veterans appointed to total male appointments.

The totals used in this section contain figures for the Liquor Control Board and the Liquor Licence Board.

## GROUP TRANSFERS

Organizational changes occurring during the year accounted for 48 of the 255 transfers of employees between Departments. The transfer of the Fuel Board from the Department of Mines to the Department of Lands and Forests resulted in the transfer of a group of 28 employees. With the transfer of the Theatres Branch from the Treasury Department to the Department of Travel and Publicity, 20 employees changed Departments.

## FEWER ABSENCES DUE TO ILLNESS

There was a slight drop in rate of employee absence due to illness during 1958-59. Average monthly absence in days due to illness was .58 days per employee, or 6.96 days per employee for the year. This represents a slight drop from .64 and 7.68 respectively for the year previous.

There were 35,726 visits to seven Civil Service Health Centres during 1958 compared to 29,285 during the previous year. The service was established in 1944 in order to forestall employee absenteeism through illness by detecting and controlling minor illnesses and treating injuries caused by accidents.

# Recruitment and Selection

The Recruitment Office of the Civil Service Commission provided Departments with an interviewing, testing and referral service during 1958-59.

## Tests Administered

An important service of the Commission continued to be the interviewing, testing and eligibility certification of applicants for stenographer and typist positions for provincial offices in the Toronto area. Only those persons demonstrating required performance standards by means of Civil Service Commission tests can be appointed to these types of positions.

Through the administration of typing and stenography tests and evaluation of academic and experience qualifications eligible lists are created and maintained in the central Recruitment Office. From these lists, persons eligible for appointment are certified to Departments which make final selections.

This section of the office continued to administer stenography and typing tests to applicants recruited directly by Departments. On a number of occasions, also, stenographers and typists seeking transfers within the service were interviewed with a view to placing their names on appropriate eligible lists. Assistance was also given to Departments seeking to obtain persons for part-time and temporary stenographer and typing work. General recruiting activities consisted of advertising and liaison work with educational institutions providing commercial training.

## Referrals Made

Applicants seeking provincial employment through the central Recruitment Office were screened to Departments on a basis of their academic qualifications and work experience. Completed application forms were obtained from all persons calling at the office who were then interviewed to ascertain their academic qualifications and details of their work background. If they possessed suitable qualifications, they were referred to the Personnel Officer of the Department for final selection procedure.

## RELEVANT STATISTICAL INFORMATION

During the year under review, approximately 5,300 persons were interviewed by the Recruitment Office. Of these, 2,500 were male applicants and 2,800 were female applicants. In addition, approximately 500 persons seeking summer employment were interviewed.

### Placements Made

Departmental requests for female staff, stenographers and typists for the most part, totalled approximately 400. Of these, 310 were registered on the approved Request for Staff form and 90 came as telephone requests.

A total of 1,740 individual stenographic and typing tests was administered to 380 persons who took both tests, 911 who took only the typing test and 69 who took only the stenography test. The latter were typists already in provincial positions who, through improvement of skills, were seeking to qualify as stenographers.

On the 1,740 individual tests given, there was a total of 1,023 passes. This total covered 274 persons who passed both tests, 443 who passed only the typing and 32 who passed only the shorthand.

Of the persons qualifying on both the typing and stenography tests, 150 were appointed to staff, including 69 who were recruited directly by Departments and were referred for testing. Of the 443 passing the typing test alone, 255 were appointed to staff, including 127 referred by Departments for testing.

There were 335 qualified typists and stenographers referred to Departments for consideration from the central office. This total was made up of 107 stenographers, 172 typists, and 56 other female applicants possessing a variety of clerical and office equipment operation skills. Of this total, 261 were subsequently placed by Departments, consisting of 81 stenographers, 128 typists and 52 others.

### Requests Received

During 1958-59, 265 requests for staff were filed by Departments, exclusive of requests for stenographers and typists previously mentioned. Of the 265 requests, 85 were by means of the official form and 180 were by telephone.

There were 420 referrals to Departments, the majority of whom were persons with general and specialized clerical skills. In addition, persons with professional or technical training were referred in limited numbers.

Significant percentages of males seeking employment during the year were persons with highly specialized technical skills of a type not utilized in the Provincial Service, or persons seeking employment as labourers.

Of the referrals to Departments by the central office, 178 resulted in subsequent departmental placements.



## JOINT RESPONSIBILITY

### Present Stage of Development

Recruitment and selection programs in this service continued to be operated jointly by the Civil Service Commission and Departments during the fiscal year under review. Each Department undertook recruiting activities on its own behalf as specific staff requirements developed. Assistance from the Recruiting Office of the Commission consisted mainly of the testing and referral of typists and stenographers and limited referral of other applicants to Departments where vacancies were known to exist.

Departmental nominations of appointees to staff were audited by Civil Service Commission staff prior to certification to ensure that minimum qualification standards were being observed for the classes to which appointments were being proposed. The development of the placement and probationary aspects of recruitment and selection was at the discretion of individual Departments.

## PERSONNEL COMPETITIONS

In May, 1958, examinations were conducted by the Recruitment Office to establish eligibility for positions throughout the service in the Personnel Assistant 1 class, the entry level class for professional personnel work. A total of 25 applications was received. The examination consisted of a written test and an oral board. Four persons qualified and all were subsequently appointed to personnel positions.

The annual promotional examinations for the Personnel series were held in June, 1958. A total of 23 persons presently in the service in personnel positions wrote the examination. Of these 10 were successful. Providing duties in the higher level positions were being performed, successful candidates were promoted.

# Position Classification and Pay

## MAJOR DEVELOPMENTS

- Significant increase in number of classification studies and surveys conducted.
- 200 class specifications prepared or revised, and distributed.
- Increased technical and advisory services provided to Departments and governmental agencies.
- New position evaluation procedures developed.

## BASIC PURPOSES OF POSITION CLASSIFICATION

Position classification has two principal purposes. It provides an orderly system for arranging thousands of positions so that it is possible to accord all positions similar treatment for management purposes. It is also an essential preliminary for setting pay rates on various kinds and levels of positions. A classification plan ensures that government employment is administered fairly and economically and in the public interest, and it provides an orderly method of salary administration in a large and complicated service.

Technical staff in the Classification Office continued to be mainly concerned with the administration of the classification plan in keeping with the requirements of the Public Service Act. Classification Officers determine the classification and salary rate of positions to which Civil Servants are appointed. Persons recommended for appointment to these positions must meet specified qualifications, particularly in regard to education and experience. An important responsibility of the classification staff is the provision of advice and assistance to Departments on that phase of personnel management. The Classification Office staff consisted of the Chief Classification Officer, six Classification Officers and one Personnel Clerk in the period under review.

### Review and Assessment of Positions

Since the classification of a position is determined by the nature and level of the duties, it is necessary for the Classification Office to obtain up-to-date detailed information on these duties. One method is to interview the employee performing the work. This method was used by the Classification Office to obtain information on 122 positions, an increase of 45 over the previous year.

In addition, 13 comprehensive classification surveys were conducted. These surveys covered groups of positions within an organizational unit or within an occupation. One survey included 40 positions. This compares with three such surveys in the year previous. In several cases, consideration was also given to organizational and related management problems.

### **New Schematic Index**

A new index to the classification plan in schematic form was prepared during the year. The new index represents a regrouping of more than 1,000 established classes into broad occupational services, sub-services and series of classes. Purpose of such an index is to provide central and departmental personnel officers with ready comparisons for classification and salary administration purposes.

During the year specifications describing the duties, responsibilities and qualifications required were printed and distributed for 200 classes. These specifications are used to determine the class level of new or reconstituted positions and the basic qualifications required for persons to be recruited or promoted to a position.

### **New Evaluation Procedures**

Two developments in position classification methods occurred during the year. One of these was essentially a procedural adaptation to speed fact-gathering while the other represented a more refined approach to evaluation of senior administrative positions.

In order to facilitate the collection of basic information on large numbers of positions within broad occupational series, the questionnaire method was devised. Through the co-operation of the Departmental Personnel Offices concerned, these specially designed forms were distributed for completion either to the supervisory staff, directly to employees or to both. Compilation of the data obtained was proceeding at the end of the year.

The new approach to the evaluation of senior administrative positions was a modification of the position classification method. It was felt that a modification was required to assess more accurately such position elements as overall responsibility, accountability for decision and action and both general and special knowledge. These, obviously, are crucial in arriving at an assessment of positions at this level and this method was used in several such evaluations.

### **Classification Plan Amendments and Additions**

During the year, 50 new classes with appropriate salary ranges were established, 18 classes were deleted and there were five title changes to describe the positions more accurately. These changes resulted in a net total of 1,034 classes at March 31, 1959, allocated to 46 pay grades. This compares with a total of 1,002 classes at March 31, of the previous year. Establishment of new classes occurred as the result of new services to the public, organizational changes within Departments, classification of previously unclassified titles and improved administrative methods.



Following the major salary revision in the 1957-58 fiscal year, there were upward revisions in salary ranges on 28 individual classes during 1958-59 to ensure recruitment of competent personnel. On the average, Ontario Civil Service salaries kept pace with the industrial composite. (Please refer to Chart 3 in the Appendix for comparative percentage increases.)

A major function of the Classification Office continued to be the review and approval of departmental recommendations to ensure the application of standard salary procedures in accordance with provisions of the Pay Plan.

# Staff Development and Training

- Service-wide employee development objectives studied with view to extension of training facilities.
- Personnel Training Institute held to provide instruction in personnel concepts and practices for departmental personnel staffs.

## TRAINING NEEDS REVIEWED

During the past year, attention was given to methods of widening training and development opportunities for provincial employees. General objectives in this area of personnel administration are considered to be:

- to increase the efficiency of employees in their present positions.
- to prepare employees for promotion to more responsible positions.
- to assist employees to gain increased satisfaction from employment in the public service.
- to increase employee contributions to the efficient operation of the service generally.

A survey of training programs presently being conducted in Departments revealed that effective training is being undertaken in connection with a wide variety of departmental work programs. This consists mainly of training and development of employees for specific types of positions with somewhat specialized duties and responsibilities.

## CENTRAL PERSONNEL INSTITUTE HELD

A centralized training project undertaken by the Civil Service Commission during the year was the eight-day Personnel Training Institute. Attending were some 60 members of departmental and central agency personnel staffs and others concerned with personnel administration.

Purpose of the Institute was to provide instruction in the basic concepts and principles of personnel administration and to afford an opportunity for consideration of problems of personnel administration in this service. Lecturers included university professors and members of departmental and Commission staffs. The workshop method was utilized at the concluding session.

## Certification and Records

During 1958-59, the Administrative Services Section continued to process personnel transactions affecting employees under Civil Service appointment. An important phase of the work was the maintenance of personal files for all employees in the service which contain official documentation on appointment and employment history on each employee.

Other major operations, each represented by an organizational unit, consisted of the preparation of certificates, the maintenance of staff records, and the maintenance of general files and service cards.

### I.B.M. INSTALLATION

During 1958-59, the advantages to be derived from the use of I. B. M. equipment were weighed in relation to the financial outlay entailed. Of particular concern was the requirement for readily available and accurate statistical data concerning over 30,000 Civil Servants in 22 Departments. The decision was made, subsequently, to proceed with the installation of one key punch, one verifying and one card sorting machine. New methods of processing were planned accordingly. The intention in the next year was to transfer considerable personnel data to punched cards and to maintain a number of records in this form in contrast to manual posting methods.

Benefits foreseen from the installation include:

- Availability of statistical data for a variety of personnel management purposes.
- A significant speed-up in routine recording operations.
- Increased efficiency and accuracy in the processing of annual merit increases.
- Considerable savings on the cost of clerical operations.

### CERTIFICATED TRANSACTIONS

Personnel transactions certificated during the year under review totalled 19,208. These include all types of transactions affecting employees including promotions, appointments, increases and transfers. Annual and semi-annual merit increases are not included in the above figure. The latter were processed in accordance with the simplified procedure which was introduced during the previous fiscal year.

The new procedure eliminates several steps from the increase procedure in typing and retyping lists and the increases are approved by the Civil Service Commission within the authority granted by the Lieutenant-Governor in Council in the prescribed salary ranges. As a result long delays in processing increases are eliminated.

# Evaluation of Perquisites

- Rental charges for 92 additional living units established.
- Perquisite studies initiated.
- Expanded inspections considered.

## PERQUISITE CHARGES ESTABLISHED

Authority for establishing the value of perquisites is contained in The Public Service Act 2, (2) (c) which states that "the Civil Service Commission shall determine the value of perquisites granted to Civil Servants."

During 1958-59, the Civil Service Commission received applications and established rentals for 92 additional living units. This brings to 1,140 the number of units, with established rentals, in which Civil Servants receiving this type of perquisite are residing. The charges were approved in accordance with the 1953 schedule and are subject to further adjustment in the light of changing conditions.

During the year, one officer on the Commission staff has been assigned full-time to the study, and investigation of perquisite values and methods of administering perquisites charges. Research and surveys were conducted on living accommodation, electrical and heating services and related items. The inspection of properties was carried out by the Departments concerned which reported appraisal data to the Commission.

Plans were being made at the end of the year to permit the Perquisites Officer to do the actual inspection work. He would continue to maintain a consultant service on perquisite problems to Departments.

# The Joint Councils System

Important developments occurred during the year in the Joint Councils system which affords management and employees an opportunity for joint discussion of matters of mutual concern. The system was strengthened by new Regulations under the Public Service Act which:

- Provided for the appointment of a permanent secretary for the Joint Advisory Council.
- Provided for the appointment of Joint Advisory Council members by the Lieutenant-Governor in Council.
- Specified that the vice-chairman of the Joint Advisory Council was to be a representative of the Civil Service Association of Ontario.
- Set down in detail the method of establishing Departmental Councils, and where necessary, Branch Councils.

## MEMBERSHIP OF COUNCILS

The Joint Advisory Council, under the new Regulations, consists of seven members, of whom three are recommended for appointment by the Civil Service Association of Ontario. One of the appointees is designated as Chairman and one as vice-chairman, the latter being selected from among Association representatives. All appointments to the Council, including those of Chairman and vice-chairman, are made by the Lieutenant-Governor in Council.

First permanent secretary of the Council was J. P. Culliton, formerly an Association representative and Council vice-chairman. As secretary, Mr. Culliton assists in the establishment and operation of Departmental and Branch Councils, prepares reports for the use of the Council and generally facilitates Council operations.

Each of the Departmental and Branch Councils, under the Regulations, consists of six members. Three are appointed by the Minister of the Department and three are elected by the employees concerned. Each Council elects its own chairman and vice-chairman from among its members.



# Personnel Council

The Chairman of the Civil Service Commission took steps in October, 1958, to implement Order-in-Council 1530/57 which authorized the establishment of a Personnel Council under The Public Service Act.

## PURPOSES OF THE COUNCIL

The purposes of the Council, according to the Order-in-Council are:

- To provide an opportunity for Departments to recommend to the Civil Service Commission modifications in existing policies, practices and procedures relating to personnel management.
- To analyze, discuss and recommend solutions for general problems of personnel management identified by the Departments but not covered by existing personnel regulations or directives.
- To serve as a sounding board for proposed policy changes.
- Generally to elicit the full contribution which good personnel administration as a phase of management can make to the efficiency of departmental operation.

The Personnel Council, it was emphasized at the time of its formation, was not a decision-making or policy formulating committee. Rather, it was designed as an advisory body reporting to the Civil Service Commission. Its primary concern was with administrative techniques and procedures relating to the implementation of personnel policy throughout the service.

The Personnel Council studies the machinery of personnel administration to discover and recommend ways and means of standardizing and improving the personnel program in the Ontario Civil Service.

## COUNCIL MEMBERSHIP

The Personnel Council consists of Departmental Personnel Officers, or officials carrying personnel responsibilities within Departments, and designated members of the staffs of the Civil Service Commission and the Public Service Superannuation Board.

The inaugural meeting of the new Personnel Council was held on December 5, 1958, with A. E. Stacey, Chairman of the Civil Service Commission, presiding. James Pogue, Director, Personnel Branch, Department of Highways, was elected first chairman of the Council. Mrs. Irene Beatty, Department of the Prime Minister, was elected secretary. Named chairman of the steering committee and vice-chairman of the Council was R. V. Metcalfe, Director of Training, Department of Transport.

## Board of Review

During the fiscal year a total of three employees appealed dismissals to the Civil Service Board of Review. There were 90 employees dismissed during the year.

Members of the Board who acted on these cases were A. E. Stacey, Chairman of the Civil Service Commission, E. H. Silk, Q. C., Assistant Deputy Attorney General, with W. C. Bowman, Q. C., Director of Prosecutions, as alternate, and J. Sedore, representing the Civil Service Association of Ontario.

Under the Board of Review procedure, which is provided for in Regulations under the Public Service Act, a Permanent employee when given notice of his proposed dismissal, has the right to file an appeal within 10 days with the Board if he feels he is being unjustly dismissed.

Final decision is not made on the dismissal until the Board has heard the case and delivered its findings to the Minister concerned. If the Minister proceeds with the dismissal the Board report must accompany his recommendation for dismissal to the Lieutenant-Governor in Council.

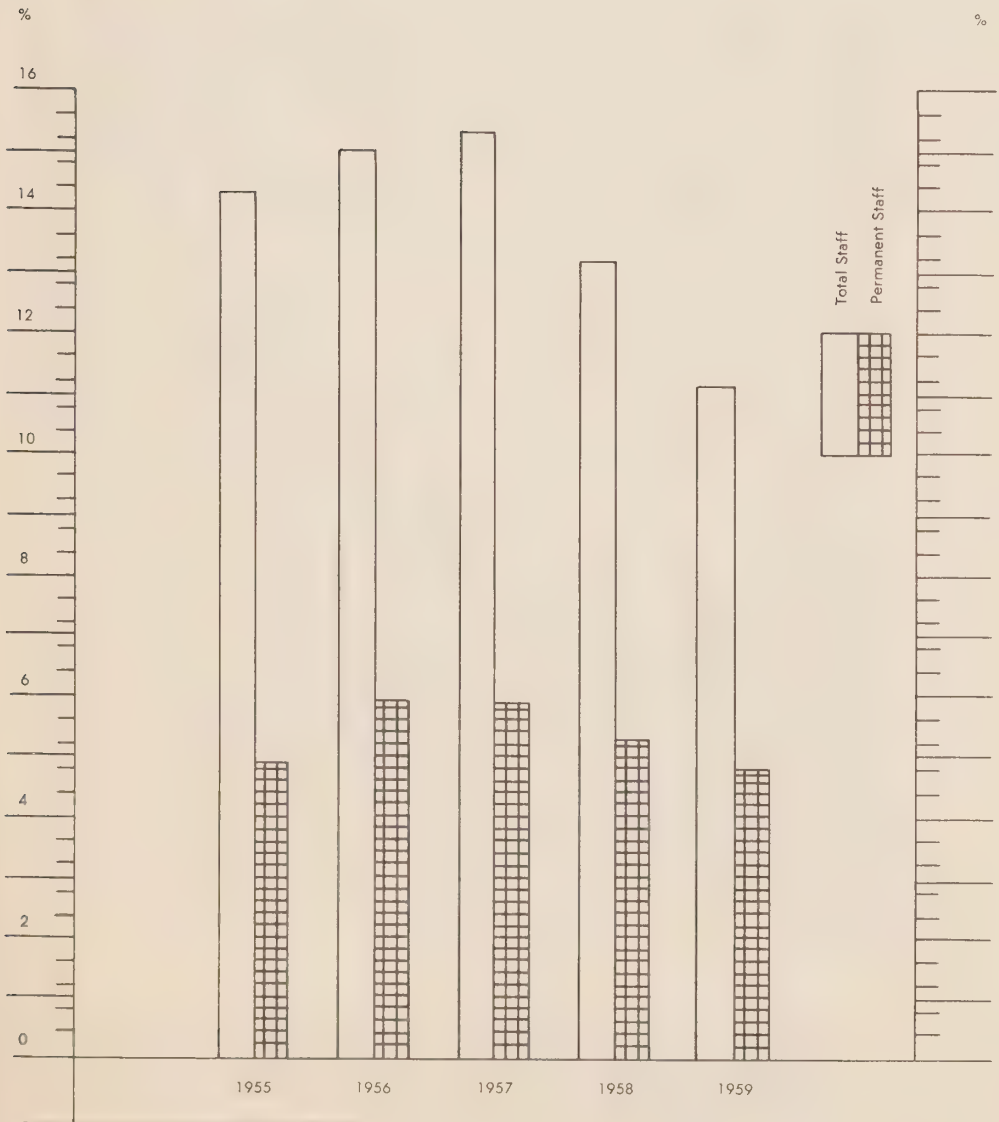
Civil Servants therefore have the protection of this board against unwarranted dismissal. In this way Civil Service appointment bring security of tenure with dismissal only for cause. At the same time a high standard of conduct is required to maintain public respect for the service.



# Appendix

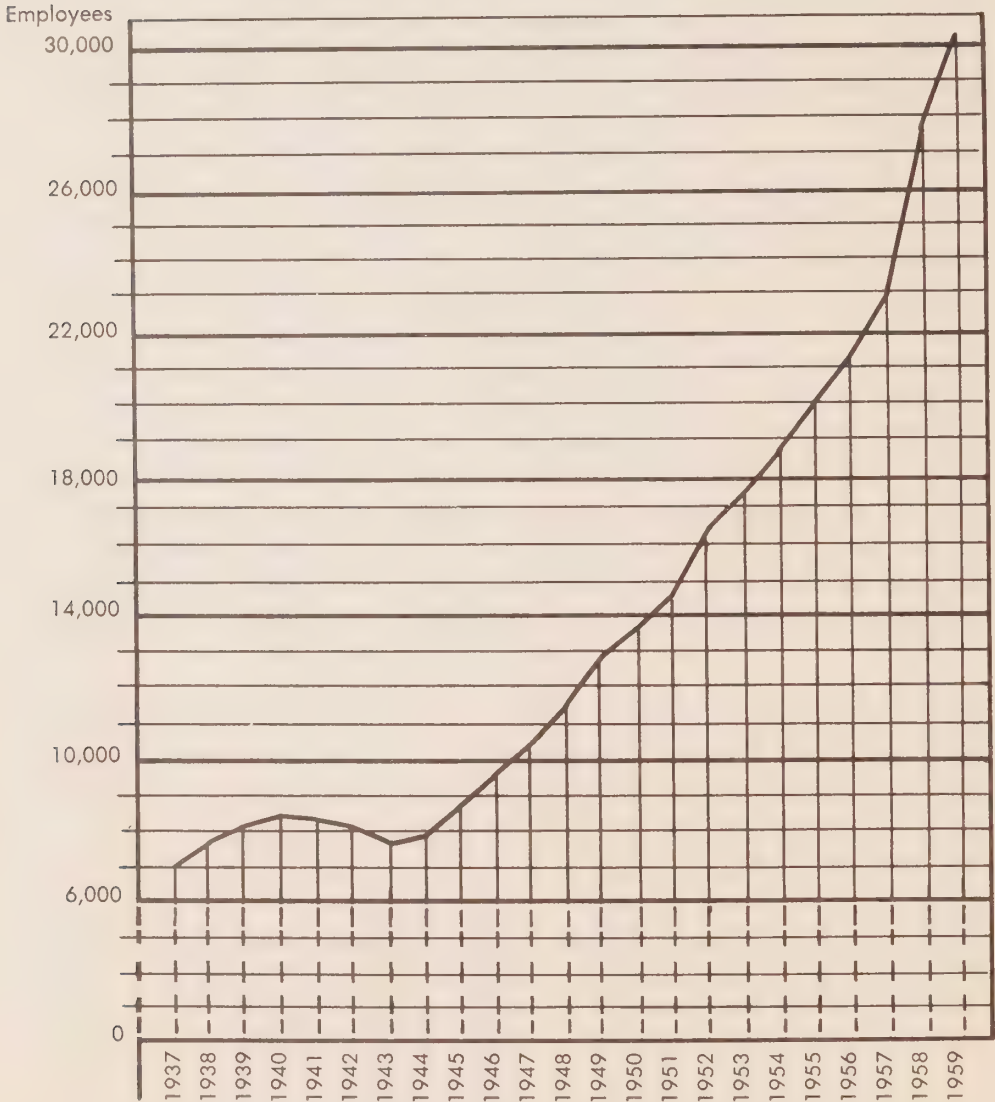
## CHART 1 — PERCENTAGE STAFF TURNOVER 1955-1959

(Totals consist of provincial employees on permanent and temporary staffs and on the staffs of the Liquor Control Board of Ontario and the Liquor Licence Board of Ontario.)



# Appendix

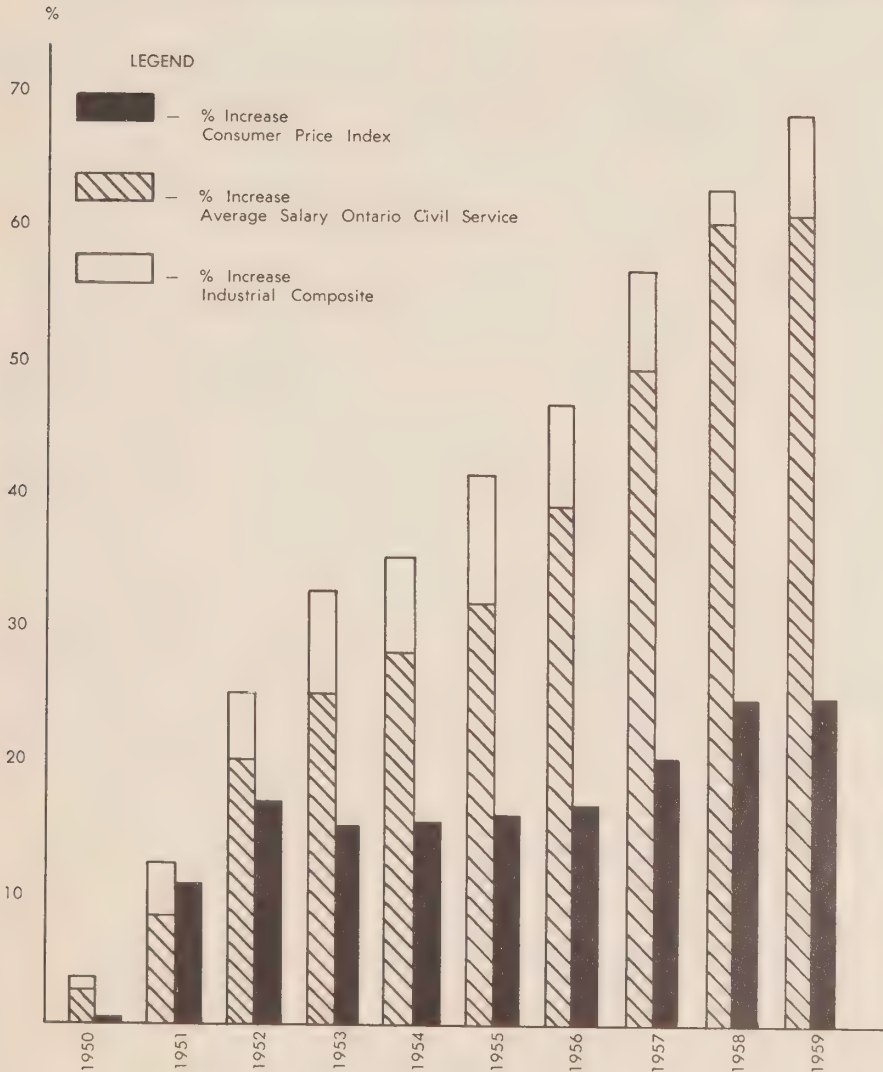
## CHART 2 — TREND OF CIVIL SERVICE EMPLOYMENT 1937-1959



(Totals consist of provincial employees on permanent and temporary staffs. Totals for the years since 1951 include employees of the Liquor Control Board of Ontario and the Liquor Licence Board of Ontario.)

# Appendix

## CHART 3 — PERCENTAGE INCREASE IN AVERAGE SALARY IN THE ONTARIO CIVIL SERVICE 1950-1959



Comparison — % increase in average salary in the Ontario Civil Service with % increases in the industrial composite and the consumer price index (1949 = 100). Source — Dominion Bureau of Statistics, Employment and Payrolls, Prices and Price Indexes.

## Appendix

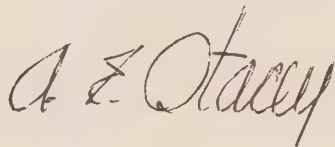
TABLE 1 — CIVIL SERVICE EMPLOYMENT DURING 1958-59

	MARCH 31, 1958	APPOINTMENTS		SEPARATIONS		TRANSFERS		MARCH 31, 1959	TEMP. PERM. to TEMP.
		PERM.	TEMP.	PERM.	TEMP.	IN	OUT		
Agriculture	1429	11	256	267	69	146	3	1	1552
Attorney General	898	1	187	188	63	131	6	5	956
O.P.F.	2008	8	200	208	101	134	3	5	2080
Economics	48	21	21	4	7	11		1	57
Education	1215	46	220	266	57	92	3	2	1333
Health	829	1	150	151	45	98	7	11	878
Hospitals	7859	14	2011	2025	350	826	90	88	1379
Highways	3492	704	347	1051	174	290	9	3	4259
Insurance	60	9	9	4	3	7			62
Labour	328		52	52	21	41	1	1	339
Lands and Forests	1825	77	85	162	61	24	29	8	1923
Lieutenant Governor	2		1	1	1				2
L.C.B.O. and L.L.B.	1695		183	183	77	42	2		1761
Mines	224		35	35	9	18		29	212
Municipal Affairs	147	1	18	19	11	14		1	140
Planning and Development	283	1	73	74	25	57	3	3	297
Prime Minister	17		3	3	3	3	2	1	18
Provincial Auditor	65		5	5	1	3			67
Provincial Secretary	411		80	80	30	56	4	4	435
Public Welfare	440		113	113	28	44		1	480
Public Works	998	3	397	400	60	140	4	3	1259
Reform Institutions	81	1	13	14	8	12	7	7	83
Reformatories	1618	1	280	281	69	235	34	39	1659
District Jails	202	1	47	48	15	31	4	3	220
Transport	356	98	157	255	18	58	9	1	561
Travel and Publicity	101		26	26	9	13	21	1	134
Treasury	729		160	160	58	111	2	22	758
TOTALS	27,360	968	5129	6097	1376	3222	240	240	30,235
									13

(Totals consist of provincial employees on permanent and temporary staffs and employees on staffs of the Liquor Control Board of Ontario and the Liquor Licence Board of Ontario.)

## ACKNOWLEDGEMENTS

The Civil Service Commission wishes at this time to acknowledge formally the co-operation and support received from the Deputy Ministers, Personnel Officers and officials in the various Departments. Without the willing support of all persons concerned, little can be accomplished. The maintenance of effective employee relations and equitable working conditions across the Service require joint consultation and co-operative action on the part of the Commission and the Departments. Only when such a partnership exists is progress possible in the field of personnel administration. Special mention should also be made of the loyal assistance provided by the staff of the Civil Service Commission.

A handwritten signature in cursive script, reading "A. E. Otacy".

Chairman  
Civil Service Commission









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Ontario. Civil Service Commission

# REPORT

Government  
Publications

of the

## CIVIL SERVICE COMMISSION

Province of Ontario

FOR THE YEAR ENDED MARCH 31st,  
1960

PRINTED BY ORDER OF  
THE LEGISLATIVE ASSEMBLY OF ONTARIO  
1960-61



TORONTO

Printed and Published by Frank Fogg, Queen's Printer  
1961



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**of the**

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1961



TO HIS HONOUR, THE LIEUTENANT-GOVERNOR,

MAY IT PLEASE YOUR HONOUR:

The undersigned has the honour to present to Your Honour the Forty-Third Annual Report of the Civil Service Commission of Ontario.

Respectfully submitted,

JAMES N. ALLAN,

Treasurer of Ontario.

Toronto, March 1, 1961.





THE HONOURABLE JAMES N. ALLAN,  
Treasurer of Ontario.

SIR:

I have the honour to submit the Annual Report of the Civil Service Commission for the year which ended March 31st, 1960.

A reading of this Report will show that the Civil Service Commission under the Chairmanship of Mr. A. E. Stacey continued the improvement of personnel administration. The most significant improvement was the introduction of a new Grievance Procedure. This represents a major protection for the Civil Servants against discrimination or unfair treatment. Previously there was a right of appeal against dismissal, now this is broadened to include working conditions and terms of employment. The Report outlines civil service developments in many other fields.

The Civil Service Commission is pleased to report that the calibre of personnel continues to improve, and desires to acknowledge the helpful co-operation of the departments and loyal assistance of staff in attaining this objective.

I have the honour to be, Sir,  
Your obedient servant,

D. J. COLLINS,  
*Chairman, Civil Service Commission.*

Toronto, February 28, 1961.



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## CHARACTERISTICS OF THE PROVINCIAL SERVICE

The total number of employees under Civil Service appointment at March 31, 1960 stood at 32,302, an increase of 2,067 from March 31, 1959. This compares with an increase of 2,875 during the previous fiscal year when the total rose from 27,360 to 30,235. These figures include totals for the Liquor Control Board of Ontario and the Liquor Licence Board of Ontario. (See Chart 1 in the Appendix for additional information on trend of Civil Service employment, and Table 1 for detail on size of departmental staffs.)

The increase in staff of 2,067 in 1959-60 includes 1,194 transfers from continuous casual status to regular staff. This means that the actual number of new additions to regular staff, over and above the casual employees transferred, was 873. During 1958-59, the transfer of continuous casual employees to regular staff accounted for 1,348 of the increase in regular staff of 2,875.

Civil Service appointment refers to an appointment made under the authority of the Public Service Act to either Temporary or Permanent staff. On attainment of Permanent status, usually following a probationary period on Temporary staff, an employee becomes entitled to the full benefits of Civil Service appointment. The term "regular staff" is used with reference to provincial employees holding either Temporary or Permanent appointments.

### *Rate of Growth*

During the Second World War, it will be recalled, there was little appreciable growth in the size of the Ontario Civil Service. In the years since, however, the backlog of essential works along with new provincial programs and improved services, an increasing population and high levels of economic activity have all contributed to the expansion of the provincial service.

It should be noted in this connection that the population of Ontario in 1960, according to preliminary figures, had reached 6,089,000, an increase of 906,000, or 17.5 per cent. since 1955. The growth of the provincial service thus reflects this increase.

However, on a basis of the experience of the past two fiscal years, it would appear that requirements for additions to Civil Service staff may be levelling off. Efforts to improve the utilization of present staff in the interests of administrative efficiency and economy are probably an influence.

The following detail on cumulative percentage increase in the size of the service since 1955, using the latter year as a base, indicates the growth trend over the past five years and the declining rate of increase over the past two years: 1956, 5.5 per cent; 1957, 14.8 per cent; 1958, 36.8 per cent; 1959, 51.2 per cent; 1960, 61.5 per cent. (See Chart 2 in the Appendix for additional detail on growth trends.)

### *Turnover Rates*

Total separations from Permanent and Temporary staff in the 1959-60 period resulted in a turnover rate of 12.5 per cent. compared with 11.1 per cent. in 1958-59, an increase of 1.4 per cent. The rate for Permanent staff exclusively was 6.5 per cent. compared with 4.8 per cent. during the previous year, an increase of 1.7 per cent. The rates, incidentally, continue to run considerably below the Canadian industrial average. (See Chart 3 in the Appendix for additional information on turnover trends.)

At March 31, 1960, the regular staff consisted of 21,860 males and 10,442 females or 67.7 per cent. males and 32.3 per cent. females. Turnover rate among male employees was 9.3 per cent. during the year and among female employees, 19.3 per cent.

Staff turnover, for reporting purposes, is calculated as the percentage of employees leaving the service for any reason. This covers separations due to voluntary resignation, dismissal, death, superannuation and retirement.

### *Appointments and Separations*

<i>Appointments</i>	<i>1959-60</i>	<i>1958-59</i>
New Recruits .....	4,308	4,289
Re-employed .....	356	339
Casuals appointed .....	1,194	1,348
Retained .....	91	121
Total .....	5,949	6,097
<i>Separations</i>		
Resigned .....	3,308	2,711
Superannuated .....	174	159
Retired .....	166	124
Dismissed .....	99	90
Death .....	135	138
Total .....	3,882	3,222

Of the 5,949 appointments made to regular staff, 3,469 were males and 2,480 were females. The 6,097 appointments made in the previous year consisted of 3,492 males and 2,605 females. Of the females appointed, 1,105 were married women compared with 1,127 in 1958-59.

Of the 21,860 males on staff at March 31, 1960, 7,991 were war veterans. Of the 3,469 male appointments made during the year, 800 were war veterans, a decrease of 7 per cent. in the number of war veterans appointed to total male appointments.

All of the totals to which reference is made in this section include figures on staffs of the Liquor Control Board and the Liquor Licence Board.

### *Transfers Between Departments*

<i>Due to Organizational changes</i>	<i>From</i>	<i>To</i>	<i>Number of Employees</i>
Post Office	Treasury	Provincial Secretary	15
Ontario Fuel Board	Lands and Forests	Energy Resources	40
Public Records and Archives	Education	Travel and Publicity	11
Civil Service Commission	Provincial Secretary	Treasury	62
Public Service Superannuation Board	Provincial Secretary	Treasury	23
Transfers of Individual Employees			458
Total			609

An encouraging trend is the increase in the number of transfers of individual employees between Departments. These totalled 458 in 1959-60 compared with 207 in the previous year. In most cases, transfers of individual employees between Departments resulted in promotions for the persons concerned.

### *Absence Through Illness*

Employee absence due to illness increased slightly during the fiscal year. Average monthly absence in days due to illness was 0.63 days per employee or 7.56 days per employee for the year. The corresponding figures for 1958-59 were 0.58 and 6.96, respectively.

There were 40,718 visits to nine Civil Service Health Centres during 1959. (The calendar year is used as the reporting basis in this instance.) The service was established in 1944 in order to decrease employee absenteeism through illness by detecting and controlling minor illnesses and treating injuries caused by accident. This is in the interests of the employee as well as the service generally.

## RECRUITMENT, SELECTION AND APPOINTMENT

Operations of the Recruiting Office of the Civil Service Commission were strengthened during the year as the result of increased emphasis on liaison with Departments. With the appointment of a Supervisor of Recruitment in charge of development and supervision of recruitment activities, efforts were pressed to provide improved recruiting services to Departments. An additional employment interviewer was also appointed.

The Civil Service Commission, by statute, has the responsibility for ensuring that appointees are qualified. In most cases, selection activities are carried out by Departments, based upon approved standards. In certain categories, the Recruiting Office is in a position to refer qualified candidates who have applied for employment at the central office.

### *Methods Improved*

The standard application form, which was revised during the year to provide more complete information for employment purposes, was completed by all persons seeking full-time employment. An interview followed in each case to ascertain further details of qualifications and to assess the applicant's potential. A new rating form was put into use in order to improve interview techniques.

Applicants who possessed suitable qualifications were referred to Personnel Officers in Departments where vacancies existed. Final selections were made by the Department. Application forms completed by persons who could not be referred immediately were retained for future reference.

A new form was devised to enable Departments to register existing vacancies on a bi-monthly basis with the Recruiting Office. This form, along with the request for staff form, enables the Recruiting Office to make positive referrals to Departments for known vacancies.



*Interviews, Referrals, Placements*

	1959-60	1958-59
Interviews for full-time employment		
Male .....	2,000	2,500
Female .....	2,400	2,800
Total .....	4,400	5,300
Interviews for summer employment .....	550	500
Requests for Staff		
Male .....	250	265
Female .....	489	400
Total .....	739	665
Referrals to Departments		
Male .....	237	420
Female .....	329	335
Total .....	566	755
Placements .....	415	439

*Tests Administered*

The Recruiting Office continued to interview and test applicants for stenographic and typing positions in provincial offices in the Toronto area. Only those persons meeting required performance standards may be appointed to such positions.

On a basis of academic and experience qualifications and test results, eligible lists are created and maintained in the Central Recruiting Office. From these lists, persons eligible for appointment are certified to Departments for final selection. The tests are also administered to applicants recruited directly by Departments to ensure that they meet required minimum qualifications as well as to employees who are seeking transfer or who have improved their skills.

A total of 1,635 individual stenographic and typing tests were administered during the year, a decrease of 105 from the previous year. The tests were administered to 1,104 applicants and 167 employees who were seeking to improve their qualifications. In a number of cases, persons in the latter group had previously qualified on one or other of the tests. As in previous years, the passing rate was about 50 per cent.

In this connection, it might be noted that there is an increasing use of tests throughout the Service as a method of determining suitability for appointment to Permanent staff. In such cases, tests are administered following a period of training during the probationary period.

*Employee Transfers*

The Recruiting Office continued to co-ordinate transfers of employees within the Service. Since transfers are made with the permission of the Deputy Minister, the practice with respect to transfers is for the employee to seek permission, through his supervisor. The employee then registers his intentions with the Recruiting Office of the Commission if he is not aware of an existing vacancy for which he is qualified and for which he is able to apply directly. The Recruiting Office is thus able to make an appropriate referral.

*Personnel Competitions*

The Recruiting Office administered examinations to establish eligibility for appointment to entry level personnel positions and for promotion within the personnel series. In the latter case, examinations are used to supplement evidence of on-the-job ability.

For the Personnel Assistant 1 class, 36 applications were received in competitions conducted at the beginning of the year. A total of 11 persons passed the examination which consisted of a written test and an oral board. Of these 7 were subsequently selected for personnel positions.

The annual promotional examinations for the personnel series were held in July, 1959. Of the 21 employees who wrote the examinations, 10 were successful. Upon recommendation of the Departments, successful candidates were promoted.

### *New Certification Procedure*

In keeping with statutory obligations, the Civil Service Commission made provision during the year for a system of prior certification of appointments. Under the new procedure, nominations recommending appointments to staff must be submitted sufficiently in advance to permit the issue of certificates before final commitments are made and employees report for work. The Commission is thus able to ensure that nominees are qualified for the positions to which appointments are proposed.

In recognition that there are some positions in the field which must be filled immediately, arrangements were being made as the year ended for exemptions from the procedure in certain categories.

## CLASSIFICATION AND PAY ADMINISTRATION

Position classification provides a system for arranging thousands of positions so that all may be treated equitably for management purposes. Such a system is an essential preliminary to setting pay rates and to orderly salary administration in a large and complex service.

The arrangement of classes within the classification plan must be subject to constant scrutiny so that appropriate recommendations can be made for amendments in the plan and in the accompanying salary schedules. Maintenance of the plan also includes periodic checks of the classifications of individual positions. These checks are usually made at the time a personnel transaction is occurring.

### *Classification Studies*

Classification reviews by means of desk audits and consultation with supervisors totalled 145 in 1959-60 compared with 120 in the previous year. The increase, indicative of increased emphasis on job evaluation, is accounted for partially by the change in emphasis in classification methods, entailing on-the-spot reviews in connection with the preparation of classification standards and specifications.

In addition, several comprehensive classification surveys of large groups of positions were conducted. These included surveys of the stockkeeping function, initiated in the previous year, the cartographer series, the child care series and positions in the Attorney General's Crime Laboratory. Several groups of positions were also reviewed with senior officials and Personnel Officers in connection with requests for salary revisions.

Preparation and revision of class specifications continued with the issue of 137 individual class specifications. By the close of the year, two-thirds of the employees in the Service were occupying positions covered by published class specifications.

*Amendments to Classification Plan*

	1959-60	1958-59
New classes established .....	66	50
Classes withdrawn .....	53	18
Established classes at year end .....	1,047	1,034

*Annual Merit Increase*

The annual merit increase of April 1, 1959, involved a total cost of \$3,802,460. This is the annual one-stage increase within the limits of the salary range for which employees who have given satisfactory service throughout the preceding year are eligible. In accordance with this policy, a total of 19,734 employees were brought to a higher rate within the range for their class. The increase averaged \$193 per employee.

*General Salary Revision*

In keeping with the government policy of keeping abreast of the times and providing salary schedules with fringe benefits designed to recruit and retain qualified staff in Departments, an upward revision of salary schedules was made, effective October 1, 1959. The revision took the form of a one-stage increase on all salary ranges for established classifications. The new ranges applied to all persons at any stage within the range for the correct classification of the position occupied, including persons receiving the maximum of the range.

Total cost of the increase to Civil Servants was \$4,805,160. This figure does not include the cost of the increase to departmental employees. A total of 29,188 Civil Servants received the increase which averaged \$165 per employee. At the time of the general revision it was announced that review of individual schedules would be continued as necessary and that additional revisions would follow from time to time.

*Other Revisions*

During the year under review, there were, in addition to the general revision, salary improvements for 129 individual classes. These included major adjustments for professional classes covering positions at the Ontario Agricultural College and the Ontario Veterinary College as well as revisions for positions in educational classes, the majority of which are located in the Department of Education.

*Average Annual Salary*

At March 31, 1960, the average annual salary of full-time regular employees in the service was \$3,976. For purposes of this average, the figures used are the total number of employees under Civil Service appointment and the total of the annual salaries being paid to each, both counts being made from Commission records at year's end. Comparable average salary rates for previous years are as follows: 1955—\$3,052; 1956—\$3,224; 1957—\$3,457; 1958—\$3,712; 1959—\$3,735; 1960—\$3,976.

On the average, Ontario Civil Service salaries kept pace with the industrial composite. (See Chart 4 in the Appendix for comparative percentage increases.)

As a method of keeping constantly informed on general changes in salary levels outside of the provincial service, the Civil Service Commission continued its participation in major salary surveys conducted by several large organizations. The cordial relations existing with the Pay Research Bureau of the Civil Service Commission of Canada were also of mutual advantage in the exchanging of basic pay information.



## CERTIFICATION AND RECORDS

### *Certificates Prepared*

The Administrative Services section continued to process transactions affecting employees under Civil Service appointment.

Among the important functions of the section is the preparation of documents for certification by the Civil Service Commission in accordance with requirements set forth in the Public Service Act and related Regulations. Personnel transactions for which certificates were required in 1959-60 totalled 21,959, an increase of 2,751 from the total for the previous year.

In addition, the annual and semi-annual merit increases and the increases resulting from the general salary revision of October, 1959, were processed within the section. Procedures, introduced previously to increase efficiency and speed of such types of increase, were further simplified. I.B.M. equipment was used. This, together with the excellent co-operation received from departmental officials, resulted in a marked reduction of workloads.

### *Use of I.B.M. Expanded*

Other activities carried out in the Administrative Services section include checking of personnel documents prior to certification to ensure that they are in order, maintenance of staff records on Civil Servants including I.B.M. records, and maintenance of personal files on all Civil Servants which contain official documentation on appointment and employment history. In addition, this section provides office services for other sections of Commission offices.

The use of the I.B.M. installation was further expanded during the year. Considerable personnel information was transferred to punched cards, making it readily available for analysis and study.

With the initiation of a system of complement approval by Treasury Board at the beginning of the fiscal year, the Commission assisted in ensuring that complements were not exceeded by maintaining daily records on staff counts.

## CREDITS AND PERQUISITES ADMINISTRATION

An important aspect of attendance credits administration is the system of attendance credit gratuities whereby employees are encouraged to conserve attendance credits in order to benefit by cash payments at time of separation. The Province of Ontario is considered a pioneer in this area of sick leave administration and many other public jurisdictions have adopted such a plan since its inception here in 1944.

### *Gratuities Payments*

During 1959-60, a total of \$691,212 was paid in attendance credit gratuities to the 620 employees who qualified at time of separation. This amounted to 0.6 per cent of the average annual payroll for the year. The average monthly payment was \$57,601. The average payment per qualifying employee was \$1,114 and the median payment \$691. Of the total number of employees separating during the year, 16.6 qualified for gratuities.

Under established procedures, recommendations for approval of gratuity payments are forwarded to the Civil Service Commission. In Commission offices, these are checked to ensure that they meet the conditions for payment set out in Regulations under the Public Service Act.

### *Perquisite Charges*

Rentals were established on 33 living units during 1959-60 in accordance with Public Service Act requirements. These consisted of rentals on 24 new units of accommodation and 9 revisions of existing rentals. This brings to 1,036 the number of units with approved rentals in which civil servants are residing. During recent years a number of units were absorbed for departmental requirements.

The charges were approved in accordance with the 1953 schedule which is based on the Manual of Assessment Values published by the Department of Municipal Affairs. These charges are subject to further adjustments in the light of changing conditions. Perquisite charges are established on living accommodation occupied by employees whose work, in most cases, requires residence near work activities. Factors which detract from normal living enjoyment are taken into account when establishing the charges.

## **THE RIGHT OF APPEAL**

A major protection to the rights of employees was the establishment of a formal procedure for hearing employee grievances in October, 1959. The Regulations were formulated following recommendations from the Joint Advisory Council and they were considered and amended by the Deputy Ministers' Council before they were finally approved by Order in Council. The Regulations have the broad support of the civil service and the government.

The Regulations provide employees with a regular means whereby they may seek resolution of their grievances, with respect to working conditions or terms of employment, at successively higher supervisory levels in the department. Final level of determination for all grievances, excepting those relating to classification, is the Public Service Grievance Board.

### *Steps in Procedure*

First stage in the procedure is the presentation of a complaint by the employee to his supervisor. At this stage, every effort is made to resolve the problem through informal joint discussion. This stage is considered crucial since it provides for a means of identifying the employee's complaint and for possible adjustment of the difficulty to the satisfaction of both parties before the complaint is committed to formal written form.

If, however, the employee feels that the problem is still not resolved to his satisfaction, he may put his complaint in writing and present it to his supervisor who is required to give a decision in writing. If the employee is not satisfied with this decision, he may then present his grievance in writing to the person or persons designated for this purpose by the Deputy Minister.

If the employee is not satisfied with the decision at this level, he may present his grievance in writing to the Deputy Minister for decision. If he is not satisfied with the decision at this level, he may carry his grievance forward to the Public Service Grievance Board for hearing and final determination.

Thus, at each level, there is opportunity for review, decision and resolution of the grievance. Time limits apply at each step. Under the Regulations, the employee may present his grievance personally, or he may be represented or assisted by his nominee.

### *Grievance Board Appointed*

Persons with outstanding qualifications were appointed to the Public Service Grievance Board, membership of which was announced on January 4, 1960. Mr.

Ralph Presgrave was named Chairman. Mr. Presgrave is Vice-President of York Knitting Mills, a consulting partner in Woods Gordon Limited and full-time special lecturer in the Institute of Business Administration, University of Toronto. Appointed Vice-Chairman was Mrs. Dorothy A. Homuth, Supervisor of Women's Employment for the T. Eaton Co. Ltd. Other members appointed were Mr. E. H. Silk, Q.C., Assistant Deputy Attorney General, and Mr. G. H. Spence, F.C.A., Assistant Provincial Auditor. Mr. J. P. Culliton was appointed Secretary.

In the three months of the 1959-60 fiscal year during which the procedure was in operation, a total of four grievance cases had reached the final stage of hearing and determination. The Public Service Grievance Board and the Civil Service Commission each heard two cases and each ruled in favour of the grievor in one of the cases heard.

### *Appeals to the Board of Review*

Civil Servants have protection against unwarranted dismissal under the Board of Review procedure for which provision is made in Regulations under the Public Service Act. In this way, Civil Service appointment brings security of tenure with dismissal only for cause. At the same time, however, Civil Servants are required to observe high standards of conduct so that public respect for the service is maintained.

Under this procedure, a Permanent employee, when given notice of his dismissal, has the right to file an appeal within 10 days with the Board if he feels he is being unjustly dismissed. Final decision is not made on the dismissal until the Board has heard the case and delivered its findings to the Minister concerned. If the Minister proceeds with the dismissal, the Board report accompanies his recommendation for dismissal to the Lieutenant-Governor in Council.

During 1959-60, nine cases were heard by the Board and in eight cases the employees concerned were subsequently dismissed.

Members of the Board were: Mr. A. E. Stacey, Chairman of the Civil Service Commission, Mr. D. J. Collins, Deputy Minister of Transport and Civil Service Commissioner (alternate), Mr. E. H. Silk, Q.C., Assistant Deputy Attorney General, Mr. W. C. Bowman, Q.C., Director of Prosecutions (alternate), and Mr. J. F. Sedore representing the Civil Service Association of Ontario, Inc.

## PERSONNEL COUNCIL

A variety of significant matters relating to personnel administration within the Ontario Service came under review in the Personnel Council which saw its first full year of operation in 1959-60. Mr. James Pogue, Director, Personnel Branch, Department of Highways, was re-elected chairman of the Council for a second term.

The Council, authorized by Order-in-Council under the Public Service Act, functions as an advisory body to the Civil Service Commission. In addition, it provides departmental personnel officers with a forum for discussion of mutual problems of personnel administration.

A number of recommendations went forward to the Civil Service Commission as the result of general Council discussions or Council Committee studies.

### *Committee Studies*

A number of special committees were named during the year to study and report on specific aspects of personnel administration. Among these was the



committee on personnel objectives which was formed for the purpose of identifying and defining basic objectives of public personnel administration with respect to this service. It was considered that existence of such a framework would encourage orderly consideration of matters coming before the Council. Following submission of the committee report, a special committee on job analysis was set up to study in detail this basic element of personnel administration. Committee sessions were in progress as the year ended. Competitions, tests and appraisals as a means of measurement was another area to which attention would be given, it was indicated.

In order to be in a position to make informed recommendations on general policies and proposed changes in personnel legislation and regulations, the standing committee of the Council on legislation undertook an intensive study of the Public Service Act and related regulations. The work of this committee was continuing. Concurrently, the salary administration and procedures committee was exploring a number of aspects of salary administration, including the subject of anniversary increases. It was intended to formulate a set of recommendations for the consideration of the Council and later, of the Civil Service Commission.

### *Exchange of Information*

General Council support was voiced for the principles embodied in the new regulated Grievance Regulations, announced in October, 1959. Considerable discussion took place in subsequent Council meetings on the impact of the procedure and the difficulties which were being encountered with its operation. As a result, a committee of the Council was named to review the Regulations and to prepare appropriate recommendations for further consideration.

Special committees were established during the year to study problems concerning the recording and transfer of personnel information between Departments and between Departments and central agencies. In two cases new forms were developed which were subsequently approved by the Civil Service Commission for use throughout the Service.

One of these was the transfer form to facilitate the exchange of payroll and employment data on employees transferring between Departments. Another was the new form on which details on employees leaving the Service are transmitted to officials concerned. As well as providing detailed information on reasons for separation, use of the form is aimed at encouraging Departments to develop exit interview procedures in keeping with their needs. Suggestions also went forward to the Civil Service Commission when revisions were underway on the Civil Service application form.

Committees of the Council also studied drafts of the revised employee handbook and the proposed book of rules for personnel offices. In both cases, the materials were referred by the Civil Service Commission in order to obtain the observations of officials in operating Departments.

### *Executive of Council*

In addition to Mr. Pogue, the Chairman, the executive of the Council named in January, 1960 consisted of: Secretary, Mrs. Irene Beatty, Department of the Prime Minister; Chairman of the Steering Committee and Vice-Chairman of the Council, R. V. Metcalfe, Director of Training, Department of Transport; members of the Steering Committee, J. C. Arber, Personnel Officer, Department



of Transport, S. H. Parsons, Personnel Officer, Department of Lands and Forests, F. G. B. DeCarrol, Personnel Officer, Department of Agriculture, and J. S. Stephen, Director of Personnel.

## THE JOINT COUNCILS SYSTEM

### *Councils System Strengthened*

New Regulations made under the Public Service Act in February, 1959, greatly strengthened the councils system. The councils afford management and employees an opportunity for joint discussion of matters of mutual concern, both at the departmental level and in the central council. A channel is also provided for bringing recommendations forward for the consideration of the Executive Council.

The new Regulations made provision for a permanent secretary for the Joint Advisory Council and for appointment of members of this Council by the Lieutenant-Governor in Council. In addition, a method was provided for the establishment of Departmental Councils and Branch Councils as are deemed necessary.

### *Appointments Made*

Mr. J. B. Metzler, Deputy Minister of the Department of Labour, was appointed Chairman of the Joint Advisory Council in October, 1959. Mr. Metzler had been a member of the Council since 1949 and Acting Chairman since July, 1957. Dr. C. D. Graham, Deputy Minister of the Department of Agriculture, and Mr. W. J. Fulton, Deputy Minister of the Department of Highways, were appointed members of the Council in October, 1959. The first permanent Secretary of the Council is Mr. J. P. Culliton, whose appointment became effective April 1, 1959.

During the year appointments were made and elections conducted in connection with the establishment of 20 Departmental Councils under the amended Regulations. These are six-member councils, three members being appointed by the Minister of the Department and three elected by departmental staff.

Branch Councils which had been established prior to the change in Regulations were permitted to continue operations during the year. It was considered advisable at this time to concentrate on the establishment of Departmental Councils. These councils were empowered to recommend to the Joint Advisory Council, following appropriate study, the number and location of Branch Councils which should be established within Departments.

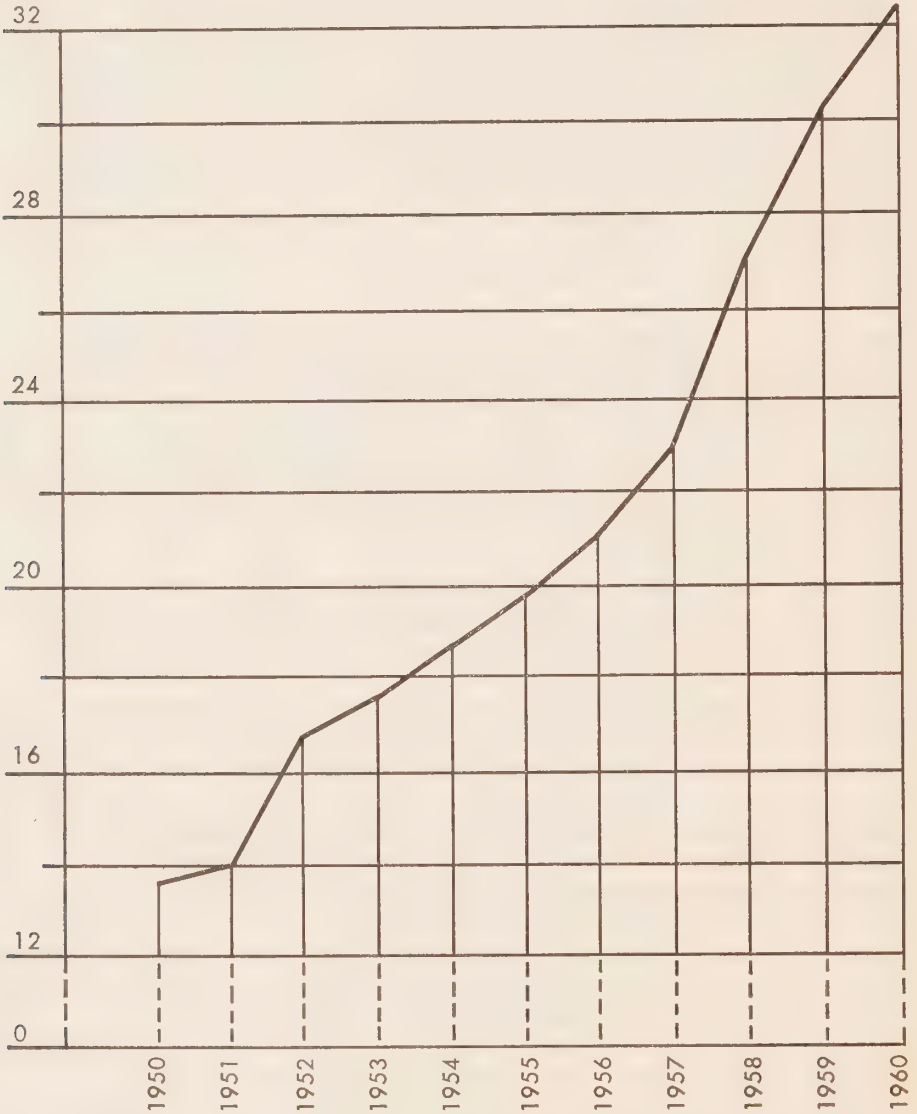
When recommendations are forthcoming from a Departmental Council for the establishment of Branch Councils, the procedure is to arrange to receive the necessary three appointments from the Minister of the Department. Following this, staff elections are conducted for the other three members. It is expected that the majority of the elections to establish Branch Councils will be conducted concurrently with the annual election to replace one member of the Departmental Council whose term expires on December 31 each year.

Departmental Councils gave valuable assistance to Departments in the handling of matters pertaining to employee welfare and to improvements in methods of carrying out government business. A number of recommendations on matters of general significance involving the public service as a whole were forwarded to the Joint Advisory Council for further study.

# APPENDIX

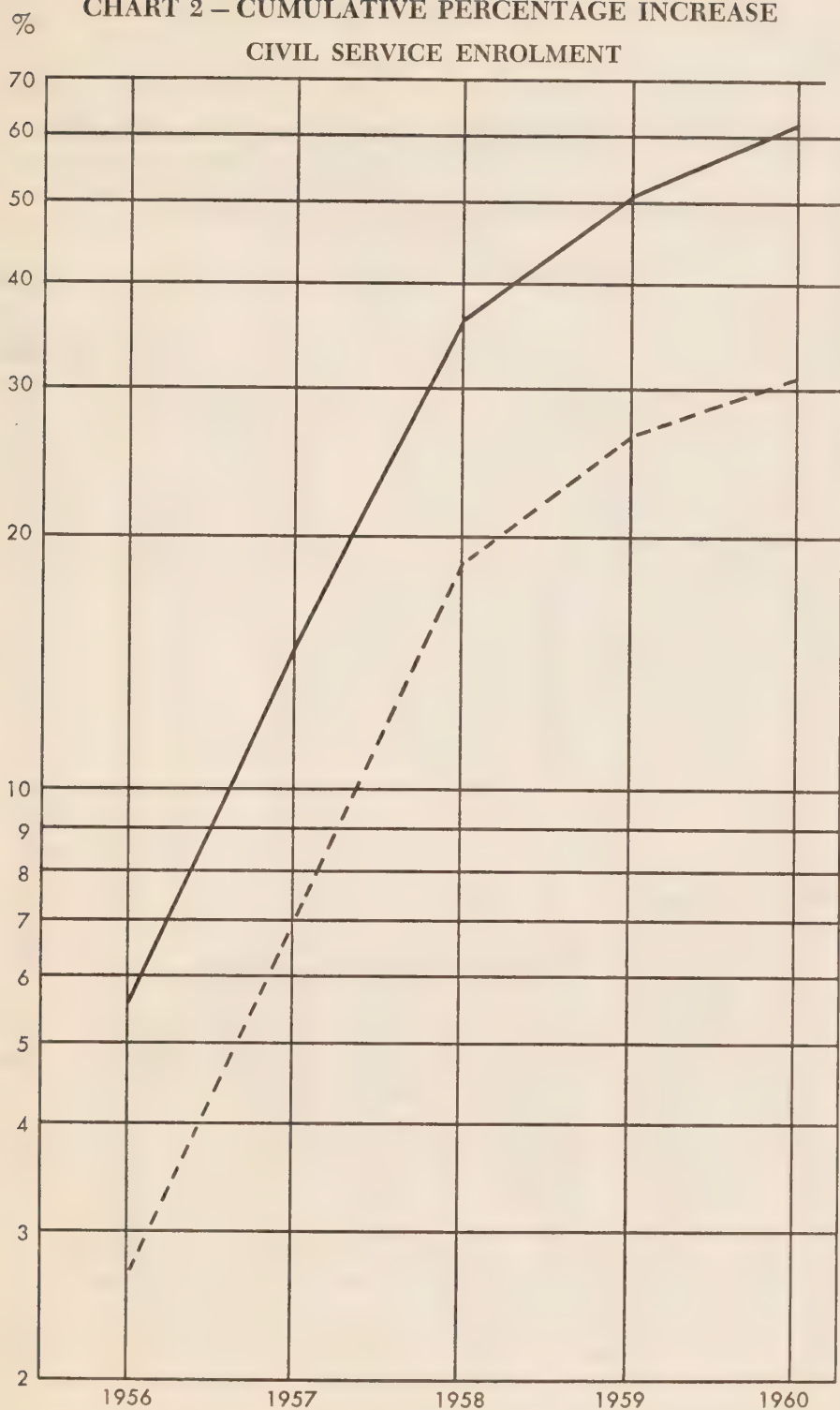
## CHART 1 – TREND OF CIVIL SERVICE EMPLOYMENT 1950-1960

Employees  
(in 1000's)



(Totals consist of provincial employees on permanent and temporary staffs. Totals for the years since 1951 include employees of the Liquor Control Board of Ontario and the Liquor Licence Board of Ontario.)

**CHART 2 – CUMULATIVE PERCENTAGE INCREASE  
CIVIL SERVICE ENROLMENT**

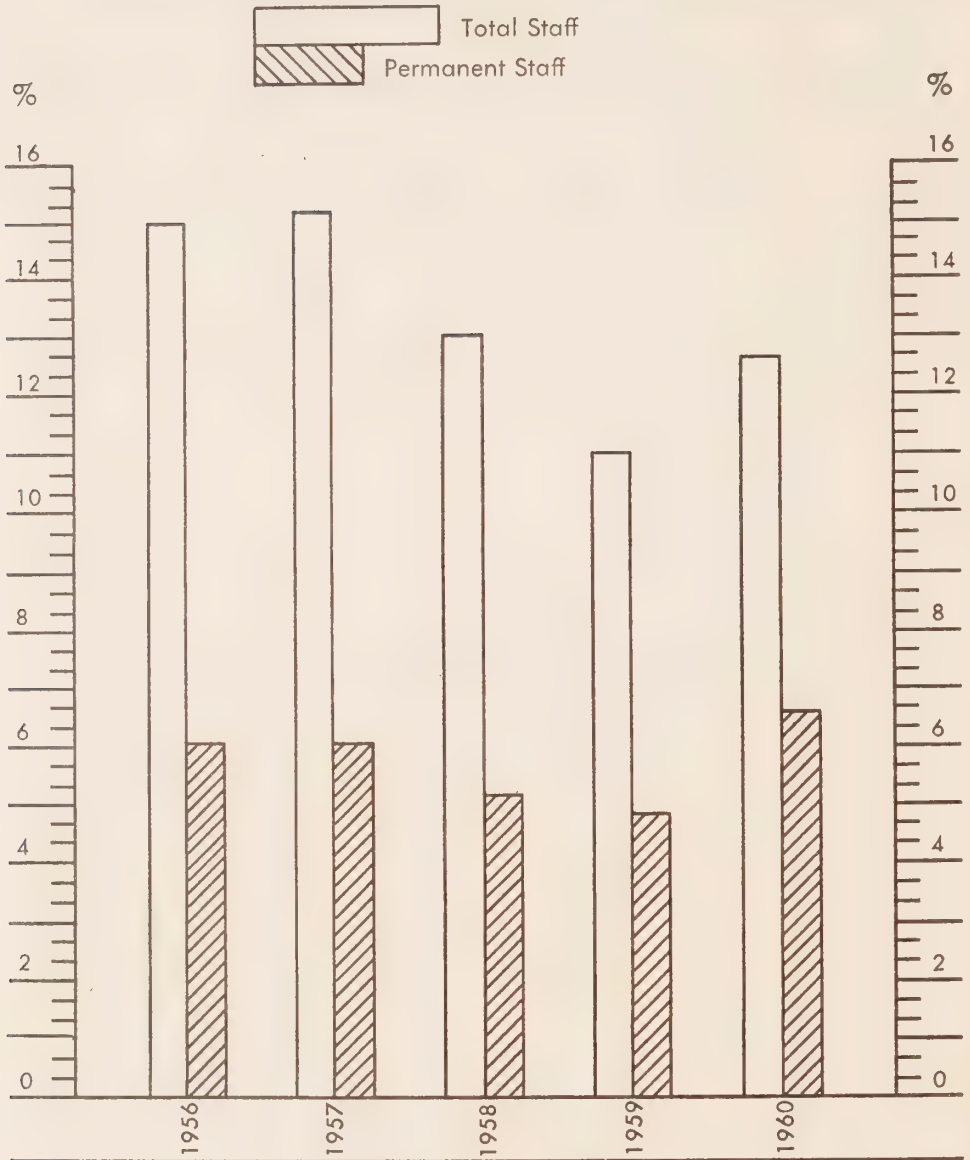


— % increase in civil service enrolment.

- - - - - % increase in civil service enrolment, excluding transfers from continuous casual staff to regular staff.

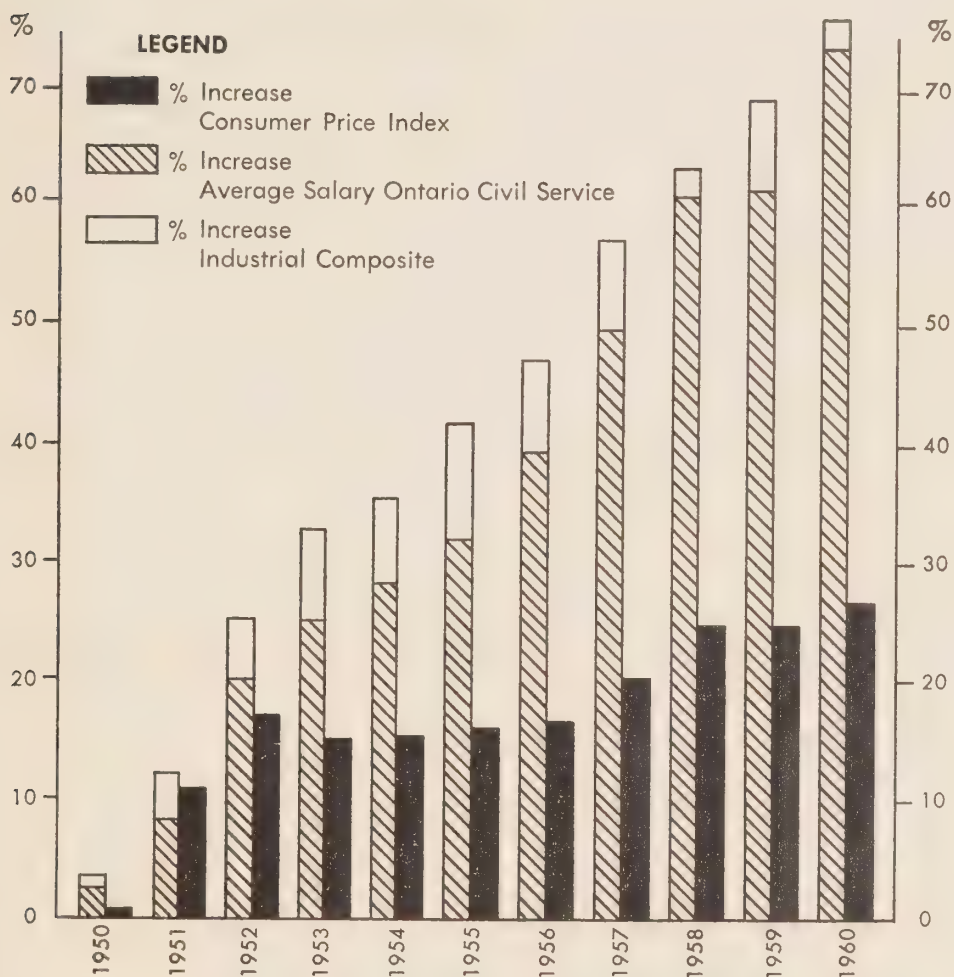
The March 31, 1955 enrolment of 19,996 is used.

CHART 3 – PERCENTAGE STAFF TURNOVER 1956-1960



(Totals consist of provincial employees on permanent and temporary staffs and on the staffs of the Liquor Control Board of Ontario and the Liquor Licence Board of Ontario.)

**CHART 4 — PERCENTAGE INCREASE IN AVERAGE SALARY  
IN THE ONTARIO CIVIL SERVICE 1950-1960**



Comparison — % increase in average salary in the Ontario Civil Service with % increases in the industrial composite and the consumer price index (1949=100).  
Source — Dominion Bureau of Statistics, Employment and Payrolls, Prices and Price Indexes.

## CIVIL SERVICE EMPLOYMENT DURING 1959-1960

TABLE 1

Department	Total Staff At March 31, 1959		Appointments	Separations	Transfers		Total Staff At March 31, 1960
	In	Out			In	Out	
Agriculture.....	1,552	260	148	2	6	1,660	
Attorney General.....	956	183	203	12	30	918	
Provincial Police.....	2,080	198	119	1	4	2,156	
Economics.....	57	17	18	—	2	54	
Education.....	1,333	267	153	12	1	1,458	
Energy Resources.....	—	11	2	47	—	56	
Health.....	878	174	144	10	37	881	
Hospitals.....	8,710	2,088	1,479	284	253	9,350	
Highways.....	4,259	824	365	17	18	4,717	
Insurance.....	62	9	8	3	1	65	
Labour.....	339	51	42	2	3	347	
Lands and Forests.....	1,923	267	114	3	46	2,033	
Lieutenant-Governor.....	2	1	1	—	—	2	
L.C.B.O. and L.L.B.....	1,761	244	137	1	—	1,869	
Mines.....	212	16	18	2	2	210	
Municipal Affairs.....	140	38	22	1	3	154	
Planning and Development.....	297	70	65	2	4	300	
Prime Minister.....	18	5	3	1	1	20	
Provincial Auditor.....	67	15	12	—	—	70	
Provincial Secretary.....	435	72	59	17	90	375	
Public Welfare.....	480	102	65	2	5	514	
Public Works.....	1,259	375	205	32	12	1,449	
Reform Institutions.....	83	14	8	3	3	89	
Reformatories.....	1,659	328	231	52	54	1,754	
District Jails.....	220	33	37	5	3	218	
Transport.....	561	116	77	9	4	605	
Travel and Publicity.....	134	47	25	2	3	155	
Treasury.....	758	124	122	87	24	823	
TOTALS.....	30,235	5,949	3,882	609	609	32,302	







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**REPORT** of the

**CIVIL SERVICE COMMISSION**

**Province of Ontario**

**FOR THE PERIODS**

**April 1, 1960 - March 31, 1961**

**April 1, 1961 - December 31, 1961**

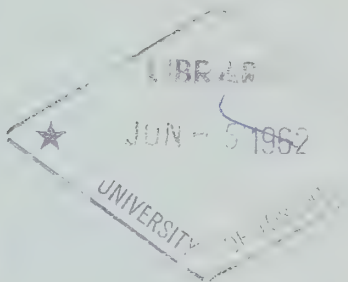
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1961 - 1962



ONTARIO



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TO: THE HONOURABLE LT.-COL. JOHN KEILLER MACKAY,  
D.S.O., V.D., LL.D.,  
LIEUTENANT-GOVERNOR OF THE PROVINCE OF ONTARIO.

MAY IT PLEASE YOUR HONOUR:

The undersigned has the honour to transmit the Annual Report of the Civil Service Commission of Ontario for the fiscal year ending March 31, 1961 together with a supplement for the balance of the calendar year 1961.

Respectfully submitted,

JAMES N. ALLAN  
Treasurer of Ontario.

Toronto, March 30, 1962.



# FOREWORD

THE HONOURABLE JAMES N. ALLAN, LL.D.,  
Treasurer of Ontario.

SIR:

I have the honour to present to you the Annual Report of the Civil Service Commission for the fiscal year ending March 31, 1961 and a supplement for the balance of the calendar year 1961. This report is presented pursuant to Section 2 of The Public Service Act of Ontario.

Previously the Civil Service Commission has reported on each fiscal year but in this report a further nine month period is reported upon to bring the report up to the end of December for the year just completed. It is intended to follow this practice in future, subject to the conditions of The Public Service Act.

The period covered in this report has been a most important one in the history of personnel administration for the Ontario Civil Service. There have been many improvements in personnel procedures, conditions of employment and recruitment practices. The result should be a strengthening of the civil service administration in the days ahead to meet the ever increasing demands made upon civil service administration in this Province.

The report examines the characteristics of the civil service, reporting upon the increases in civil service staff. At the end of December the report shows a total of 34,599 civil servants for the 22 departments, plus the Office of the Lieutenant-Governor and the Office of the Provincial Auditor. The growth of the service in the one year and nine months reported upon is 4,166. Of this increase, 2,909 represent the appointments to civil service of persons formerly employed as continuous casuals in departments and the balance of 1,257 represents a net increase to the civil service through new appointment. (This does not include figures for the Liquor Control Board and the Liquor Licence Board). This represents an increase of 4.1 per cent for the twenty-one month period reported upon and it demonstrates the success of the efforts made within each department to keep increases of personnel to an absolute minimum, subject to the overall control of complement by the Treasury Board. The increase in staff reported is required to meet the increased demand made on the administration.

The rate of turnover for the fiscal year ending March 31, 1961, was 10.6 per cent and at the end of December it stood at 9.5 per cent. This compared to a turnover of 12.4 per cent for the previous year. Included in this turnover rate are separations caused by superannuation and retirement and therefore, the service enjoys greater stability than ever before.

It should be reported, however, that there are some areas of difficulty in the recruitment of staff. In spite of revised pay rates, it is still difficult to recruit for the following positions: Medical Specialists, Nurses, Economists, Lawyers, Degree

Accountants and Social Workers. In some other areas, although recruitment is difficult, the required staff was obtained. The civil service requires persons possessing a minimum of Grade 10 education to be able to meet the duty requirements of most entry positions. The number of positions available to applicants with less than this minimum training is reducing every year, since the number of jobs involving straight physical labour, or routine repetitive operations is being sharply reduced by the use of new techniques and new equipment. This experience is shared with other employers throughout the Province and it suggests the need for special technical courses for persons who are able to work but lack an academic standing of at least Grade 9.

There was an important amendment to The Public Service Act, which received Royal Assent on March 29, 1961, in regard to the retirement of civil servants. As a result of the amendment civil servants may be retained after the retirement age of 65 where, in the opinion of the Civil Service Commission, "special circumstances exist". These circumstances were set out in an administrative directive by the Civil Service Commission in June of last year. They are: satisfactory service by the employee concerned, a need for the continuation of his services and a certificate of a qualified medical practitioner that he is able physically and mentally to carry the responsibilities and duties of the position.

This amendment permits the civil service to retain many qualified, experienced and energetic persons after the age of 65, who wish to continue working. This is a most sensible provision which is in keeping with the increasing life span of Ontario citizens and the greater length of time it takes for the average person to complete his education. It is anticipated that entry standards for the various professions, and for technologists, will increase, demanding greater preparation for those who would work in such fields. Therefore, it is desirable to provide for the gainful employment of such persons for as long a period as possible. In the Ontario Civil Service, an employee has the option of retiring at age 60 and therefore, within limits, the choice concerning whether or not a person wishes to work after that age, is up to each individual.

There are a number of amendments to the Regulations which are reported, clarifying authorities for leaves of absence, granting holiday pay to persons separating before the completion of six months' service, protecting a person's salary against reduction due to a review of his position. This provision is most important in view of the reclassification program now under way. New regulations were enacted in regard to special leaves of absence and educational leave\*. Improved provision for payment upon the death of an employee will offer immediate assistance to a dependent family.

The authority of the Civil Service Commission in regard to reclassification and the assignment of salary to a position was strengthened by an amendment to the Regulations giving final jurisdiction in this regard to the Commission.

Late in 1961 a new recruitment procedure was developed placing the responsibility for recruitment entirely in the Civil Service Commission, insofar as vacancies

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\* O.I.C. 56/62; O.Reg. 5/62; Filed—January 9, 1962.

in the Metropolitan Toronto area are concerned. In other areas of the Province the Commission continued to participate in recruitment and selection with the departments. The number of applications received as a result of this new policy, as the result of the advertising of the positions, increased three-fold and placements increased by 70 per cent. At the same time, the Commission was able to attract persons with higher qualifications than was previously the case. The Commission continued to encourage departments to hire qualified staff and develop an internship program, particularly in regard to professional applicants. New policies of semi-annual increases on entry classes are designed to encourage such applicants to remain with the civil service. In the first three to five years of service such employees can advance quickly in regard to knowledge and work performance. Progress to the second or third level of the job series recognizes the increased value of the officer concerned.

The recruitment program includes a careful examination of the knowledge and skills of the applicant. This is the responsibility of the Examinations Division of the Commission and the Report shows the developments in this area.

The work of the Personnel Administration Branch was extremely heavy throughout the period reported, involving classification reviews, the rewriting of class specifications, pay research, with the consequent adjustment to civil service classifications. In the period reported there were salary revisions for 555 classes, costing a total of \$6,857,600 affecting over 21,000 persons. The greatest activity occurred in the period from March 31 to the end of December, 1961.

Over the years, improvements in the salary structure have continued keeping Ontario in a competitive position. Since 1955 the average salary has increased from \$3,052 to \$4,158 at the end of the last calendar year. The attraction of a career in the Ontario Service is greater than ever before. This is as a result of improvements in many areas: salaries, conditions of employment, the availability of up to date equipment and techniques, good sick leave policies, three weeks' vacation per year, an excellent superannuation plan and most important, a recognition by the public of Ontario of the value of the work of the individual government officer.

Several Training and Development programs were established under the Co-ordinator of the branch. Most important, was a Senior Officers' Conference which covered a three week period in May of 1961. Twenty-three Ontario Civil Service officers as well as a nominee of the Municipality of Metropolitan Toronto and a representative of the Civil Service Commission of Canada attended. There were other courses in supervisory training, personnel administration, communications and a number of special courses. In addition, several foreign government officers visited the Province to study civil service administration here. There were representatives from the Governments of India, Indonesia, Israel, Malaya and Nigeria. Such visits are of advantage not only to the officers of the countries concerned, but to the officers of this Province, who are granted the opportunity of discussing government administration with them. It should be noted that the representatives received here were highly qualified and dedicated officials with a sincere interest in government administration.



There is one particular problem on which I should like to comment, and that is the scarcity of literature in regard to Provincial Government administration. Most texts used in public administration courses relate to the Government of Canada and the inter-relationship of Federal and Provincial governments. The Civil Service Commission has been in touch with each of the universities in Ontario to encourage students to concentrate on topics pertaining to provincial and local government. As a result, a number of graduate students are preparing theses or dissertations in such subjects. A close relationship through our Training Branch has been established with each university in Ontario and a number of courses have been planned in which professors of these universities participated, to the mutual advantage of the government officers and the professors concerned. It is intended that there will be an increased emphasis in developing such literature to assist Ontario Civil Service administrators and to attract graduates from these universities with a knowledge of Provincial Government.

It is appropriate to comment on the very fine co-operation given to the Civil Service Commission by the various departments. The Commission is a service agency. Its basic responsibility is to provide departments with qualified recruits and to assist with their training and development. In addition, it is the central agency responsible for employment conditions in the civil service. Promotions, transfers, reclassifications and increases, and leaves of absence are processed by the Commission, subject to the authority contained in The Public Service Act and the Regulations. This is a heavy responsibility which could only be carried out effectively with the utmost co-operation of the departments and the support and understanding of the Government.

The various Councils, the Joint Advisory Council, the Personnel Council and the Deputy Ministers' Council, have been most active throughout the period for which the Commission reports. Many of the personnel programs and policies were discussed at these Councils and were implemented as the result of favourable decisions. The function of personnel management is a shared responsibility. Therefore the Commission takes every opportunity to encourage departmental participation in personnel programming and staff development. Under the reclassification program the departments will have an increased responsibility in regard to job evaluation.

The reclassification program has been mentioned above. A start was made on this program as a result of a Government decision in March of 1960 to retain the firm of Stevenson & Kellogg to conduct studies in this field. A study of the duties of each position in the Ontario Civil Service is a tremendous task. In addition to the consultants, each department has made staff available to participate in the project. The Civil Service Commission staff has also been heavily involved in this study. The new job evaluation procedure consists of describing in writing the duties of each position, approval by the incumbent, who may seek counsel and advice from the representative of the Civil Service Association, a rating by a committee of trained and experienced consultants and officers, and a final review by a Central Rating Committee.

The reclassification program is to be carried out in two phases, with Phase 1 involving approximately 18,000 office, clerical and institutional positions. Most

of the work for Phase 1 was completed by the end of the calendar year 1961 and ratings were prepared for new class series and salary research. At the same time the classification plan of the civil service has been maintained up to date with no halt in salary appraisals, promotions or other changes. This has placed a strain on Civil Service Commission and departmental personnel officers in maintaining the present system and in conducting a review of all positions in the civil service at the same time. Many difficulties were experienced in carrying out this review but thanks to the participation of the departments and the Civil Service Association, whose President served on the Central Rating Committee, a great deal of useful work has been accomplished, which promises to establish a better system of job evaluation.

As a result of representations made by the Civil Service Association, a grievance procedure was established, which was amended in January of 1961. An important change was the provision that appeals against discharge would be heard by the Public Service Grievance Board rather than the Board of Review. In addition, a Classification Rating Committee was constituted to hear appeals against classification, with authority of a final arbitrator. This type of appeal had previously been heard by the Commission.

The Ontario Civil Service is one of the largest employers anywhere which provides to the grievor a method whereby he can seek arbitration on any complaint in regard to working conditions, terms of employment or dismissal. Certain minimum service is required as a Public Servant under the jurisdiction of a Deputy Minister. The grievance procedure has ensured that every Public Servant covered by its provisions can seek redress for any genuine complaint. Over 40,000 Public Servants are protected in this way. The grievance procedure indicates the willingness of government to establish the right of every Public Servant who comes within the terms of the procedure to seek a review of any matter affecting him insofar as employment is concerned. This procedure requires that each supervisor apply personnel management policies fairly and impartially. Its acceptance demonstrates the confidence of the entire administration in the many thousands of supervisors throughout the Service.

Finally, I should like to acknowledge the fine support and assistance I have received from the staff of the Commission and in particular the Directors of the various branches and divisions, who have carried heavy supervisory responsibilities. The Commissioners, Miss F. V. Glenney and Mr. A. E. Stacey, have worked with enthusiasm and vigour in carrying out the work of the Commission in its day to day administration and in its determination of personnel policies.

I have the honour to be, Sir,

Your obedient servant,

D. J. Collins

Chairman, Civil Service Commission.

Toronto, March 29, 1962.





# **PART I**

**April 1, 1960 — March 31, 1961**



# CHARACTERISTICS OF THE CIVIL SERVICE . . . .

## Growth of the Service

Total number of employees under civil service appointment at March 31, 1961, was 34,439. This represents an increase of 2,137 over the total at March 31, 1960. The corresponding increase for the 1959-60 fiscal year was 2,067. (These figures include totals for the Liquor Control Board of Ontario and the Liquor Licence Board of Ontario.)

It should be noted that the increase in staff of 2,137 which occurred during 1960-61 includes 1,781 transfers to Permanent and Temporary staff from continuous casual staff. This means that the actual number of new additions to Permanent and Temporary staff, over and above the casuials who were transferred, was 356. This compares with an actual increase of 873 in the previous year.

During 1959-60, the transfer of casual employees to Permanent and Temporary staff accounted for 1,194 of the increase in regular staff of 2,067.

Civil service appointment refers to an appointment made under the authority of the Public Service Act to either Temporary or Permanent staff. On attainment of Permanent status following a probationary period on the Temporary staff, an employee becomes entitled to the full benefits of civil service appointment.

At March 31, 1961, the Permanent and Temporary staff consisted of 23,415 males and 11,024 females, or 68.0 per cent males and 32.0 per cent females.

(For additional information on trend of civil service employment please refer to Charts 1 and 2 in the Appendix. Table 2 shows the detail on the size of staffs of departments.)

## Turnover Rates

A significant decline in rate of turnover occurred during the period under review. The rate for the fiscal year ending March 31, 1961, was 10.6 per cent compared with a rate of 12.4 per cent in the previous year. This is a decrease of 1.8 per cent and is the lowest since the present reporting method was begun in 1945.

The figure of 10.6 per cent is obtained by placing the figure for the number of separations over the average annual enrolment and multiplying by 100. The average annual enrolment is obtained by averaging two consecutive enrolments as of March 31. Separations cover resignation, discharge, death, superannuation, and retirement.

Percentage turnover among Permanent staff for the 1960-61 fiscal year was 7.2 per cent and for the Temporary staff, 26.6 per cent. This compares with rates of 7.9 and 31.8 per cent respectively in the previous fiscal year. These figures are calculated by placing the figures for the total separations in Permanent and Temporary categories over the average enrolment in each category and multiplying by 100.

Turnover rate for male employees in the 1960-61 fiscal year was 7.6 per cent and for females 16.9 per cent. The corresponding figures for the previous year were 9.2 per cent and 19.1 per cent respectively.

## Reasons for Separation

For the ten-month period ending March 31, 1961, the two major reasons for separation, cited on the new separation form which came into use on June 1, 1961, were: Home responsibilities and moving from the community.

Together these reasons accounted for 34.1 per cent of total separations, 11.0 per cent of male separations, 54.7 per cent of female separations and 68.2 per cent of separations of married females. In addition, 40.3 per cent of the employees with less than five years' service left for these reasons.

A total of 5.9 per cent of the separations were due to persons leaving the service for a better position. Other reasons were: superannuation, deferred annuity, further education, insufficient salary, discharge, going into business, illness and death.

(For additional detail on turnover trends, please refer to Chart 3 and Table 1 in the Appendix.)

## Appointments and Separations

Appointments	1959-60	1960-61
New recruits .....	4308	3557
Re-employed .....	356	275
Casuals appointed .....	1194	1781
Retained .....	91	116
TOTAL .....	5949	5729*
Separations		
Resignation .....	3308	2885
Discharge .....	99	128
Superannuation .....	174	209
Retirement .....	166	147
Death .....	135	157
TOTAL .....	3882	3526*

\*Adjusted slightly after I.B.M. applications.

Of the 5,729 appointments to civil service staff, 3,277 were males and 2,452 were females. Of the females appointed, 1,093 were married. In the previous year, appointments totalled 5,949, consisting of 3,469 males and 2,480 females, of whom 1,105 were married.

Of the 23,415 males on staff at March 31, 1961, there were 8,140 war veterans, compared with 7,991 at the corresponding date in the previous year when a total of 800 male war veterans were appointed.

All the totals to which reference is made in this section include figures on staffs of the Liquor Control Board and the Liquor Licence Board of Ontario.

(Further information on the composition and characteristics of the civil service is contained in Charts 4 and 5 in the Appendix.)

## Transfers Between Departments

Organizational Changes	<u>From</u>	<u>To</u>	<u>No.</u>
Community Planning Branch	Commerce and Development	Municipal Affairs	64
Transfer of Individuals			<u>266</u>
TOTAL			<u>330</u>

The total of 266 transfers of individual employees consists of transfers between departments and between institutions within individual departments. This compares with a total of 458 in the previous year.

## Employee Absence Due to Illness

Employee absence due to illness decreased slightly during the fiscal year. Average monthly absence in days due to illness was 0.62 days per employee or 7.44 days per employee for the year. The corresponding figures for 1959-60 were 0.63 and 7.56 respectively.

Comparative monthly figures for the fiscal years ending March 31 for the last ten years are: 1951, 0.60; 1952, 0.55; 1953, 0.55; 1954, 0.56; 1955, 0.57; 1956, 0.58; 1957, 0.55; 1958, 0.64; 1959, 0.58; 1960, 0.63; 1961, 0.62.

(Please refer to Table 3 in the Appendix for detail on per capita monthly absence due to illness by department.)

During 1960, there were 46,465 visits to the nine Civil Service Health Centres. The calendar year is used as the reporting basis here.) The Service was established in 1944 to decrease employee absenteeism through illness by detecting and controlling minor illnesses and treating injuries caused by accidents. This is in the interests of the employee and of the Service generally.

## AMENDMENTS TO REGULATIONS . . . . .

A number of changes were made in Regulations under the Public Service Act during the 1960-61 fiscal year which affected various areas of personnel administration.

### **Joint Councils System—O. Reg. 245/60**

Amendments to the existing Regulation providing for the Joint Advisory Council and Departmental and Branch Councils clarified certain procedural aspects.

### **Overtime Provisions—O. Reg. 305/60**

The new overtime provisions which came into effect on January 1, 1961, clarified the principles and procedures relating to overtime administration. The basic principle is that a civil servant who works overtime is entitled to compensating leave equal to the overtime performed.

The Regulation also requires prior authorization of overtime. In emergencies, approval is to be secured immediately after overtime is worked. Each department is required to report in July and December of each year the amount of overtime standing to the credit of each civil servant for which compensating leave has not yet been taken.

### **Grievance Procedures—O. Reg. 3/61**

The amendment to the Grievance Regulation, effective January 6, 1961, consolidates all types of employee appeals into one procedure. (For additional information on this procedure, please refer to the Section entitled Appeals Procedure which follows later in this report.)

### **Outside Employment—O. Reg. 36/61**

A new Regulation which became effective on February 17, 1961, changed the conditions pertaining to outside work or business undertakings by a civil servant.

In general, it prohibits certain types of outside work when there is interference with performance of duties or when there is conflict between the interest of a civil servant and the best interests of the Crown.

The Regulation states that a civil servant shall not engage in any work or business undertaking.

- (a) that interferes with the performance of his duties as a civil servant;
- (b) in which his interest conflicts with the best interests of the Crown;
- (c) in which he has an advantage derived from his employment as a civil servant; or
- (d) in which his work would otherwise constitute full-time employment for another person.



RECRUITMENT, SELECTION AND PLACEMENT . . .

The reorganization of the recruiting function in order to provide improved recruiting services to departments continued.

There was an enlargement of office accommodation, the waiting room for applicants was redesigned and furnished with attractive and comfortable modern furniture, and an additional personnel interviewer was added to the staff. The Commission assumed the responsibility for some departmental advertising and for assisting departmental officials in the screening and selection of applicants.

The number of referrals to departments and placements of qualified candidates increased as contrasted with the lower number of new appointments within the civil service generally.

Interviews, Referrals and Placements

Interviews for full-time employment

	1960-61	1959-60
Male .....	2,057	2,000
Female .....	1,940	2,400
TOTAL .....	3,997	4,400

Requests for staff from Departments

Male .....	201	250
Female .....	389	489
TOTAL .....	590	739

Referrals to Departments

Male .....	502	237
Female .....	585	329
TOTAL .....	1,087	566

Placements .....

583	415
-----	-----

Tests Administered

Most testing in the Recruitment Office in this year was for stenographic and typing positions in the Toronto area. A total of 1,463 individual tests were administered, a decrease of 172 from the previous year. The tests were administered to 1,346 applicants and 172 employees who were seeking to improve their qualifications.

Competitions and Selection Interviews

The competitive selection process was used increasingly to fill positions at the middle management level. In several cases, the requirements of vacant positions were posted on bulletin boards throughout the civil service and in newspaper advertisements. Applicants were screened to determine whether they had an admissible level of qualifications.

In several competitions, the candidates were then required to take a written test and appear before an oral selection board. Members of the board usually consisted of a Civil Service Commission Officer acting as chairman, a departmental administrator or Personnel Officer, and one or more independent experts. This technique of selection was well received by those concerned. Not only does it bring to the departments concerned a wider and better selection of qualified candidates, but it stresses impartiality and objectivity in making the actual selection.

## CLASSIFICATION ADMINISTRATION . . . . .

Two significant developments affecting the Classification Division during the past year were: the creation of the Pay Research Section and the commencement of the Reclassification Program.

In setting up the Pay Research Section distinct from the Classification Division, the Commission followed the examples recently set in the Government of Great Britain and the Government of Canada. Characteristically, in the operation of a classification plan, the grouping of positions into classes on the basis of duties and responsibilities tends to become confused with the rates of pay available. Problems raised by the line management in the departments may result from an incorrect assessment of the duties and responsibilities, or may result simply from inadequate pay scales.

The function of allocating positions to classes is a responsibility of the Civil Service Commission, whereas the determination of pay rates is by Order in Council upon recommendation of the Civil Service Commission.

Under the new arrangement of these responsibilities, the Classification Division now concerns itself exclusively with the classifying of positions and the identification of new classes. The Pay Research Section, after making comparative studies, recommends the salary range which should be assigned to these classes. Activities of the Pay Research Section are described later.

### **Classification Plan Maintained**

Classification reviews, with 271 desk audits and consultation with supervisors, exceeded last year's total by approximately 87 per cent. Extensive classification surveys were undertaken in respect to several important class series. These included: Scientist series, Draftsman series, a new series covering positions in the printing trades, Engineers of Mines and Geologist series, Fuel Board Inspector series and Research Scientist series.

Determination of levels in the latter series was facilitated by using committees on which were represented university and Federal Government authorities. It is believed that such an approach yielded results more acceptable to the employees concerned than the previous classification judgments.

During the year, 129 new class specifications were prepared and 32 existing specifications were revised.

The Classification Division was represented at a number of classification grievances during the year with the Classification Officers appearing as witnesses.

## PAY RESEARCH . . . . .

As mentioned previously, pay studies were separated from the classification function in December, 1960. Mrs. E. J. Etchen, an economist with a post-graduate degree in Business Administration, who was formerly Assistant Chief Classification Officer, was chosen to organize and develop this separate program.

The basic data used to assess the adequacy of civil service rates was obtained from the reports of the Pay Research Bureau of the Civil Service Commission of Canada and the salary surveys of various public service and private agencies in which this section participated. The Pay Research Section also conducted special surveys where no other comparative information was available.

### Salary Ranges Adjusted

In accordance with Government policy objectives of ensuring that civil servants receive fair remuneration and that qualified staff is recruited and retained, this section recommended a number of salary adjustments as the result of its studies.

Salary rates were subsequently adjusted upward on classes in the following series: Education Administration, Land Titles Registration, Economic Research, Engineers of Mines, Social Work, Law Enforcement, Maintenance Trades, Psychology, Dental Services, Industrial Development, Highway Maintenance, Geological Services, Welfare Administration, Library Services, Court Reporting, and Commercial Art.

In all, approval was given by Order in Council for salary revisions on 128 classes and for establishment of 135 new classes. This resulted in 2,530 employees receiving adjustment increases which cost \$1,336,000.

### Annual Merit Increases

The annual merit increase of April 1, 1960, given for satisfactory service, involved a total cost of \$3,283,525. A total of 17,782 employees received the one-stage increase within the limits of the salary range for the class they occupy.

The average annual salary of civil service employees at March 31, 1961, was \$4,032. For purposes of this average, the figures used are the total number of employees under civil service appointment and the total of the annual salaries being paid to each, both counts being made from Commission records at year's end.

Comparable average salary rates for previous years are as follows:

1955—\$3,052; 1956—\$3,224; 1957—\$3,457; 1958—\$3,712; 1959—\$3,735;  
1960—\$3,976; 1961—\$4,032.

The median salary of civil service employees for the 1960-61 fiscal year, with the calculation made at October 31, 1960, was \$3,659. This compares with a median salary of \$3,607 for the previous year, with the calculation being made at March 31, 1960.

On the average, Ontario Civil Service salaries kept pace with the industrial composite. (Please refer to Chart 6 in the Appendix for comparative percentage increases.)

## RECLASSIFICATION PROGRAM . . . . .

Towards the end of the previous fiscal year, a start was made on a major job evaluation program embracing all departments and carried out jointly by personnel from the Commission and departments assisted by a team of consultants.

The main objective of the program was to recommend a re-aligned salary structure for the service so that pay rates for the various positions are properly related to the work involved and to pay for comparable jobs in the community at large.

Preliminary studies began in the Spring of 1960 following an announcement in the legislature by the Honourable J. N. Allan on March 31st:

"In order to insure that the framework of the Civil Service— in regard to establishment, job evaluation, salary rates and the organization structure—is sound, the government has retained the firm of Stevenson and Kellogg to conduct studies in this field."

### **Pilot Study Done**

After extensive consultation with Commission officials and departmental line officers, the consulting firm recommended that a pilot study be conducted in the Department of Public Works.

In this study, the consulting firm prepared new organization charts and position specifications and rated all positions by a 10 factor point system. After completing pay studies in respect to these positions, the consultants reported that in many positions there was a significant variation in the comparative relationship between the point values of positions and the rates of pay actually enjoyed by the incumbents. The consultants concluded that, under the operation of the Classification Plan in this department at least, there was a considerable drift away from true value relationships. This drift could be corrected by a more precise method of job rating, featured in the plan which they proposed.

### **Extended to Whole Service**

The firm was authorized to commence a complete job evaluation plan for the whole service in two stages. The first stage, which was to be completed in approximately one year, was to cover all office and institutional positions in the Service, approximately one half of the total number of positions. A team of consultants planned and organized the project. Invitations were extended to all Deputy Ministers to supply, on loan to the project, competent persons who would be trained as job analysts and raters. Approximately 35 civil servants participated in this phase of the program which was well under way by the close of the fiscal year.



**Inventory of Positions**

The first undertaking was a complete position inventory of the whole service to identify and schedule the positions which were to be analyzed and rated. This inventory was, in itself, a major task which had for some time been regarded by the Civil Service Commission as a primary step in program budgeting and effective personnel administration.

As the fiscal year closed, the inventory was partially completed. It consisted of standardized organization charts with position code numbers assigned to each identifiable position. Although the names of incumbents were attached to the inventory, it was stressed that the Reclassification Program dealt essentially with positions and accumulations of duties and responsibilities rather than with the persons in the positions.

**TRAINING AND DEVELOPMENT . . . . .**

The Training and Development Branch was instituted in November, 1960, with the appointment of a Co-ordinator of Training and Development. The title of this officer, in effect, described the function of the new Branch.

Training and career development of employees occur mainly at the work place. Therefore, a major task of the new branch was seen as one of stimulating and assisting departments in providing the type of leadership necessary for organizational and career development.

From the outset, the Branch was primarily concerned with general supervisory development. Training in specifics related to the work of departments would continue to be the direct responsibility of departments. It was considered, however, that the Commission could co-ordinate departmental efforts in areas of mutual concern.

Planning for programs to commence in the next year occupied the Branch for the balance of the fiscal year under review. To aid in planning and program initiation the Department of Lands and Forests loaned the services of Mr. J. L. Mennill who had been Director of the Ontario Forest Ranger School for several years.

## CREDITS AND PERQUISITES ADMINISTRATION . . .

**A** total of \$781,021 was paid in attendance credit gratuities during 1960-61 to 678 employees who were eligible for this important fringe benefit at time of separation. This compares with a total of \$691,212 paid to 620 employees in 1959-60. Average payment to individuals in 1960-61 was \$1,152 compared to \$1,114 in the previous year.

Approximately 20 per cent of employees who separated were eligible for some gratuity payment. Under the system of attendance credit gratuities employees are encouraged to conserve attendance credits in order to benefit by cash payments at time of separation.

In accordance with the Public Service Act, rentals were set on 33 new units of accommodation and revised on 22 units. Acquisition of 33 new units and relinquishing of 14 units increased the number of occupied units with approved rentals from 1,036 to 1,055.

Payroll deductions for all types of perquisites for the 1960-61 fiscal year totalled \$917,637. These included living accommodation, maintenance services, furnishings, meals, and laundry.

## APPEALS PROCEDURE . . . . .

**A** major change in the appeals system occurring towards the end of the fiscal year was the consolidation of all types of employee appeals into one procedure.

The amended procedure, which became effective on January 6, 1961, provided that appeals against discharge would be heard by the Public Service Grievance Board. Formerly these appeals were heard by the Board of Review which also was constituted by Regulation under the Public Service Act.

A second change provided that appeals against classification would be heard by a Classification Rating Committee designated by the Chairman of the Civil Service Commission. This type of appeal had previously been heard by the Civil Service Commission.

There was no change in the method of hearing the third type of grievance: complaints against working conditions or terms of employment other than classification. The Public Service Grievance Board continued to hear these grievances.

Membership of the Public Service Grievance Board for this period was:

Prof. R. Presgrave, School of Business, University of Toronto, who is Chairman of the Board; Mrs. Dorothy A. Homuth, Supervisor of Women's Employment for the T. Eaton Co. Ltd., who is vice-chairman; E. H. Silk, Q.C., Assistant Deputy Attorney-General; and G. H. Spence, Assistant Provincial Auditor.

Chairman of the Classification Rating Committee was Prof. J. A. Sarjeant, School of Business, University of Toronto. The rest of the Committee was constituted separately for each hearing.

## PERSONNEL COUNCIL . . . . .

The Personnel Council, authorized by Order in Council under the Public Service Act, continued as an advisory body to the Civil Service Commission. In addition, the Council served as a forum for the exchange of views on problems of personnel management.

A number of recommendations went forward to the Civil Service Commission as the result of Council discussions and committee studies.

J. C. Arber, Personnel Officer, Department of Transport, was elected Chairman of the Council for the 1961 calendar year, succeeding James Pogue, Director, Personnel Branch, Department of Highways. The Secretary was Mrs. Irene Beatty, Department of the Prime Minister. Chairman of the Steering Committee was F.G.B. DeCarrol, Personnel Officer, Department of Agriculture. Other members of the Steering Committee were: D. G. Airhart, Personnel Officer, Department of Education; P. J. Shackleton, Personnel Director, Department of Health; O. M. Mitchell, Personnel Officer, Department of Public Works; S. L. Edwards, Personnel Officer, Department of Commerce and Development.

Subjects considered during the year included: transfer procedures, employee absence on employee association matters, legislation and regulations affecting personnel administration, salary increase procedures, personnel series competitions, performance appraisals, pre-certification procedures and the grievance procedure.

## JOINT COUNCILS SYSTEM . . . . .

The Joint Advisory Council dealt with a number of submissions from Departmental Councils during 1960-61 and supervised the operation of the Councils which had been established previously.

Departmental Councils were in operation in 20 departments. It is noted that a number of departments are gradually giving their Departmental Councils more voice and responsibility, especially in matters of employee well-being.

Each Departmental Council—three members appointed by the Minister of the department and three elected by the employees—is a cross-section of the employee group and more or less ensures that all matters placed before it will be considered by an informed body and decided in an objective manner.

Each Departmental Council was requested to survey its department to see if the interests of the department and the staff could be better served by establishing Branch Councils in addition to the Departmental Council. The Joint Advisory Council approved the establishing of a total of 94 Branch Councils. The appointments and elections for the Branch Councils were conducted concurrently with the annual appointments and elections to replace members of Departmental Councils whose terms of office expired on December 31. The 94 Branch Councils were established and ready to commence operating on January 1, 1961.

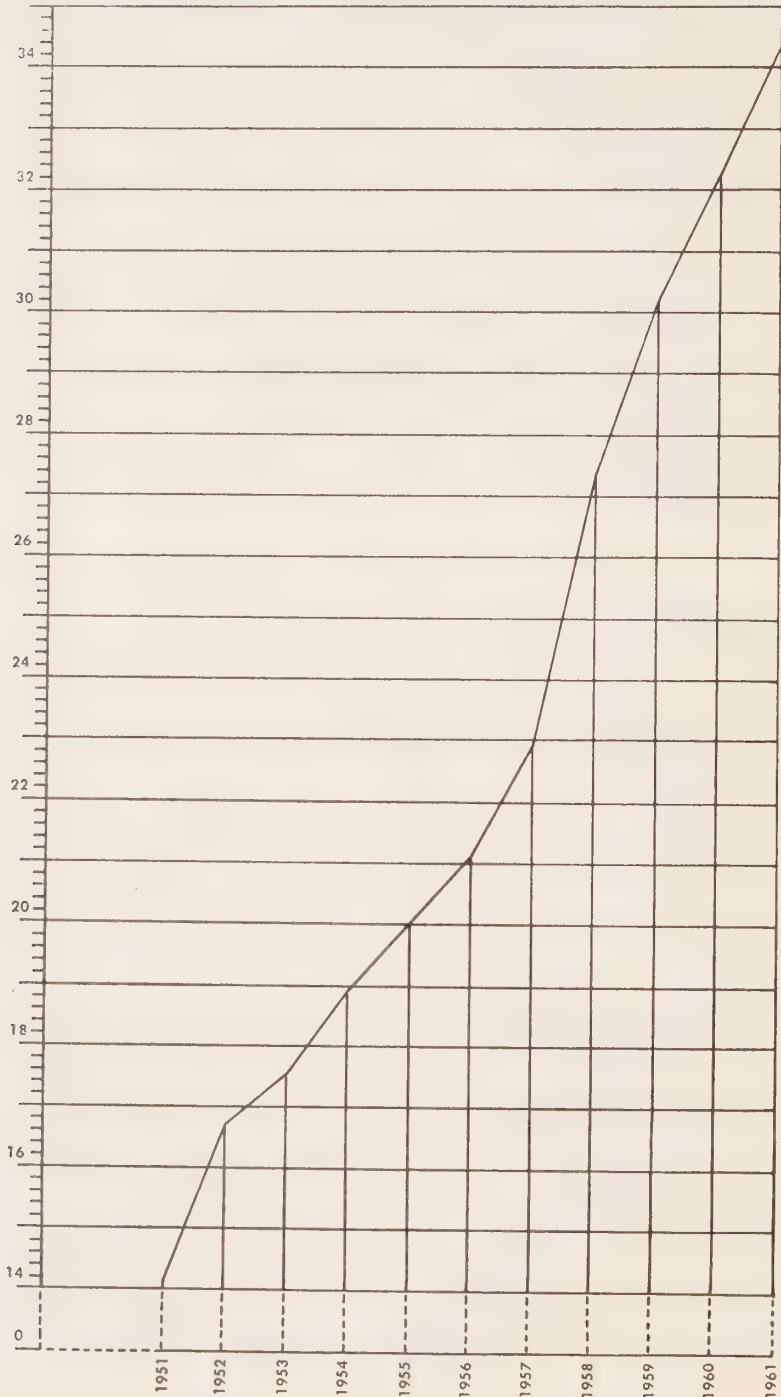
Branch Councils are established and function in the same way as the Departmental Councils. They endeavor to adjust matters of district or institutional concern at the local level. Matters which may affect the department or the Public Service as a whole are referred to the Departmental Council. The Departmental Council then transmits these matters to the Joint Advisory Council.



# CHART 1

## TREND OF CIVIL SERVICE EMPLOYMENT 1951-1961

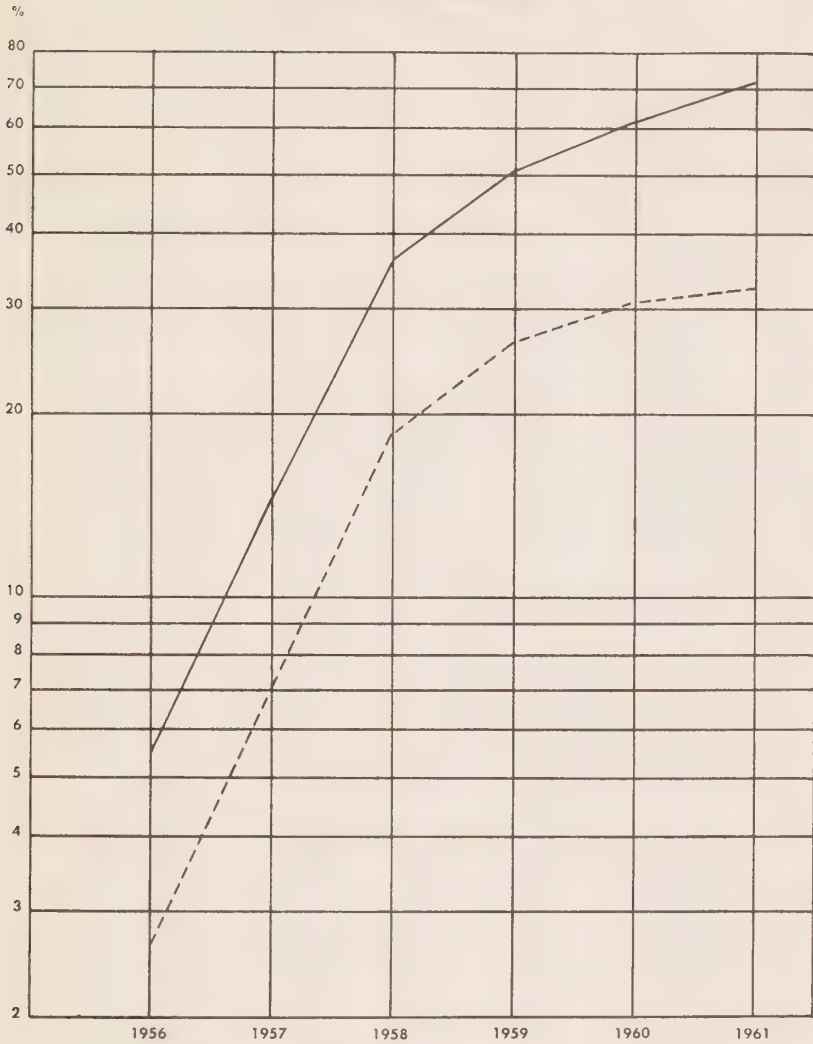
Employees  
(in 1000's)



(Totals consist of provincial employees on permanent and temporary staffs. Since 1951 the totals have included employees of the Liquor Control Board of Ontario and the Liquor Licence Board of Ontario.)

CHART 2

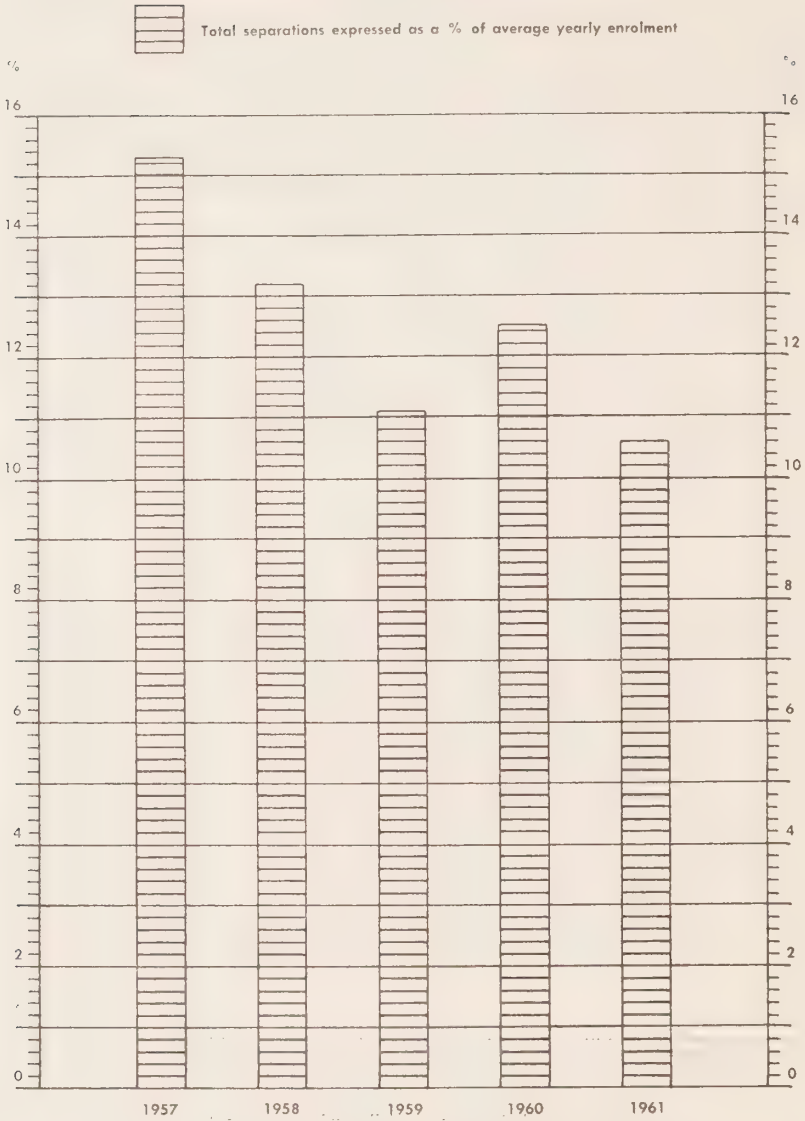
CUMULATIVE PERCENTAGE INCREASE  
CIVIL SERVICE ENROLMENT



————— % increase in civil service enrolment  
 - - - - - % increase in civil service enrolment, excluding  
 transfers from continuous casual staff to regular staff  
 The March 31, 1955 enrolment of 19,996 is used as base.

# CHART 3

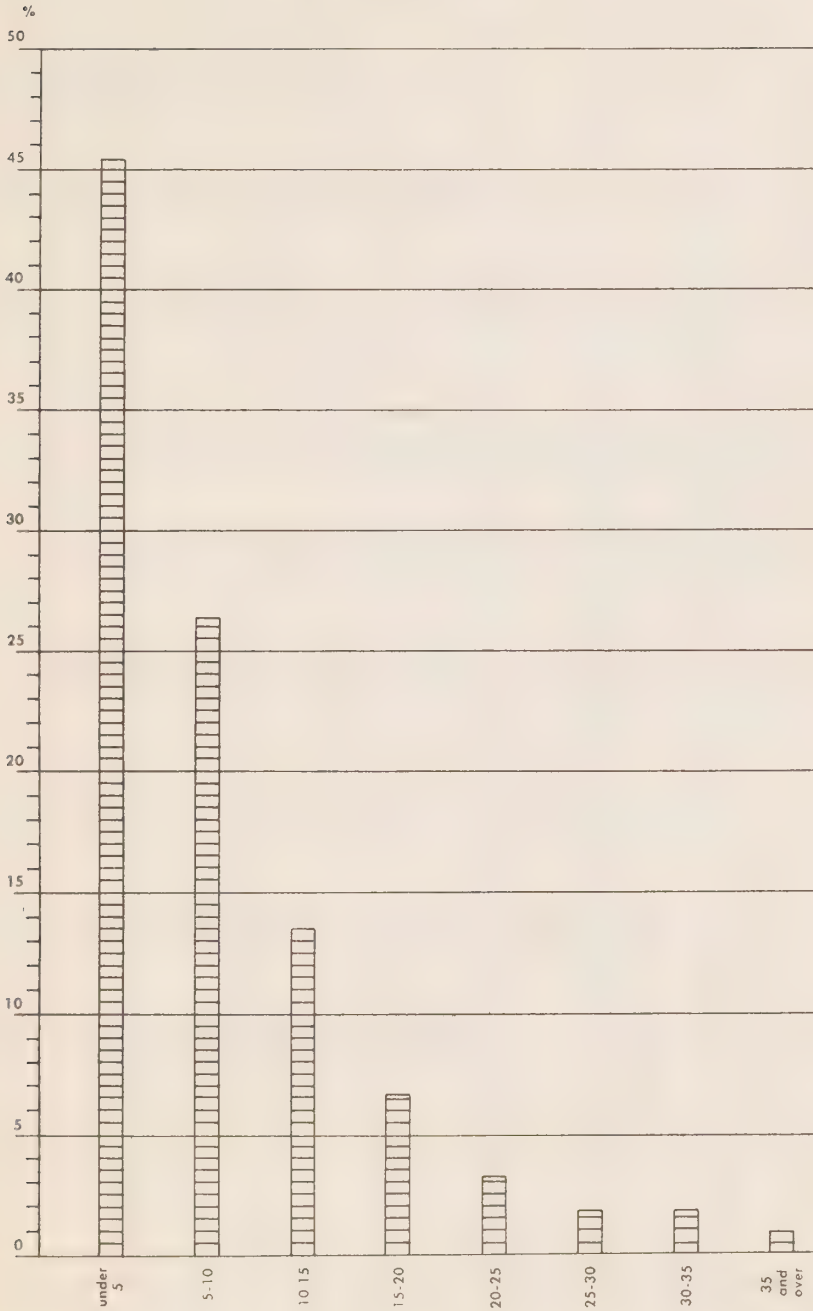
## PERCENTAGE STAFF TURNOVER 1957-1961



(Totals consist of provincial employees on permanent and temporary staffs and on the staffs of the Liquor Control Board of Ontario and the Liquor Licence Board of Ontario.)

CHART 4

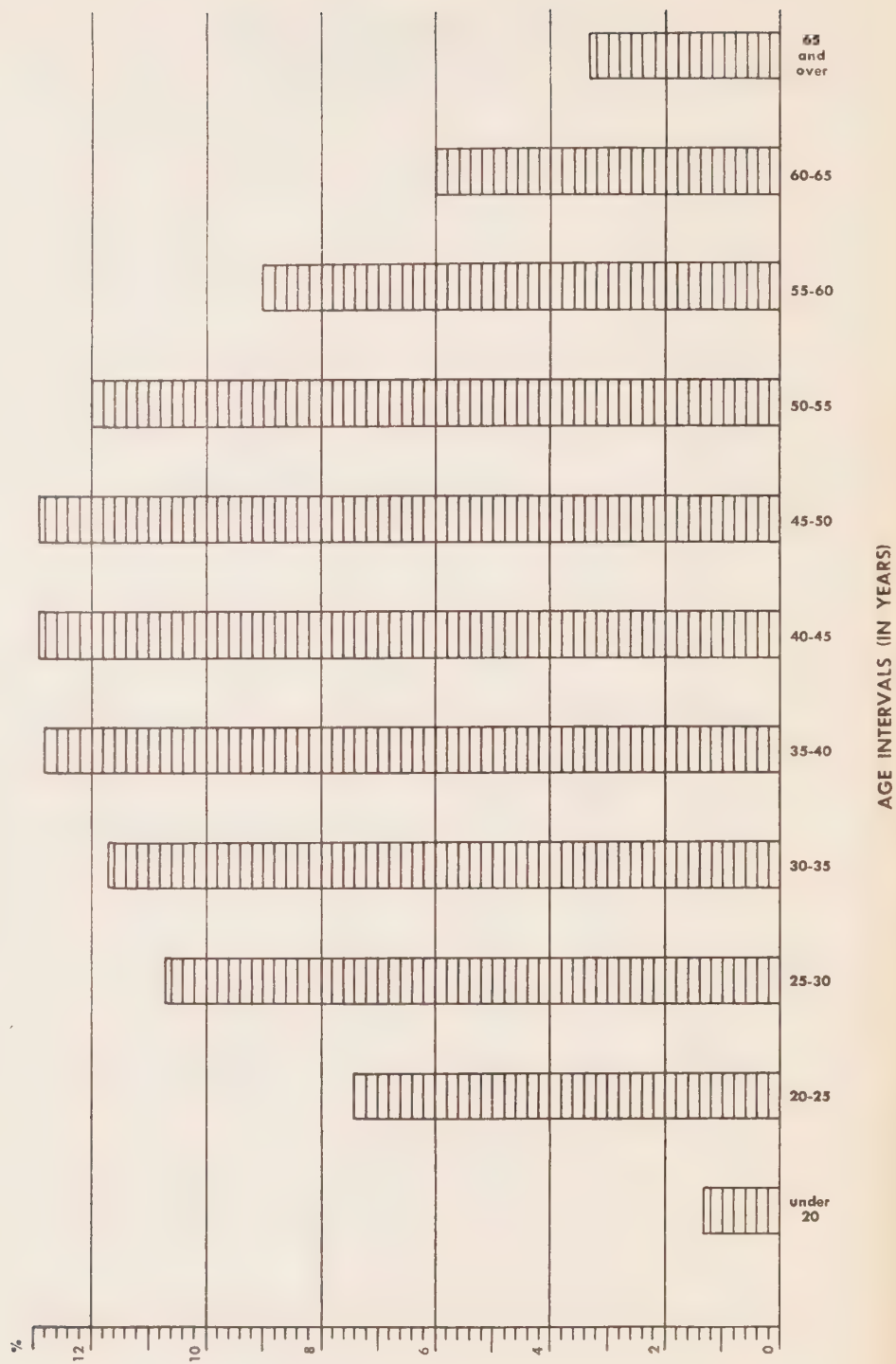
PERCENTAGE DISTRIBUTION OF STAFF  
BY YEARS OF SERVICE  
AS OF MARCH 31, 1961



YEARS OF SERVICE

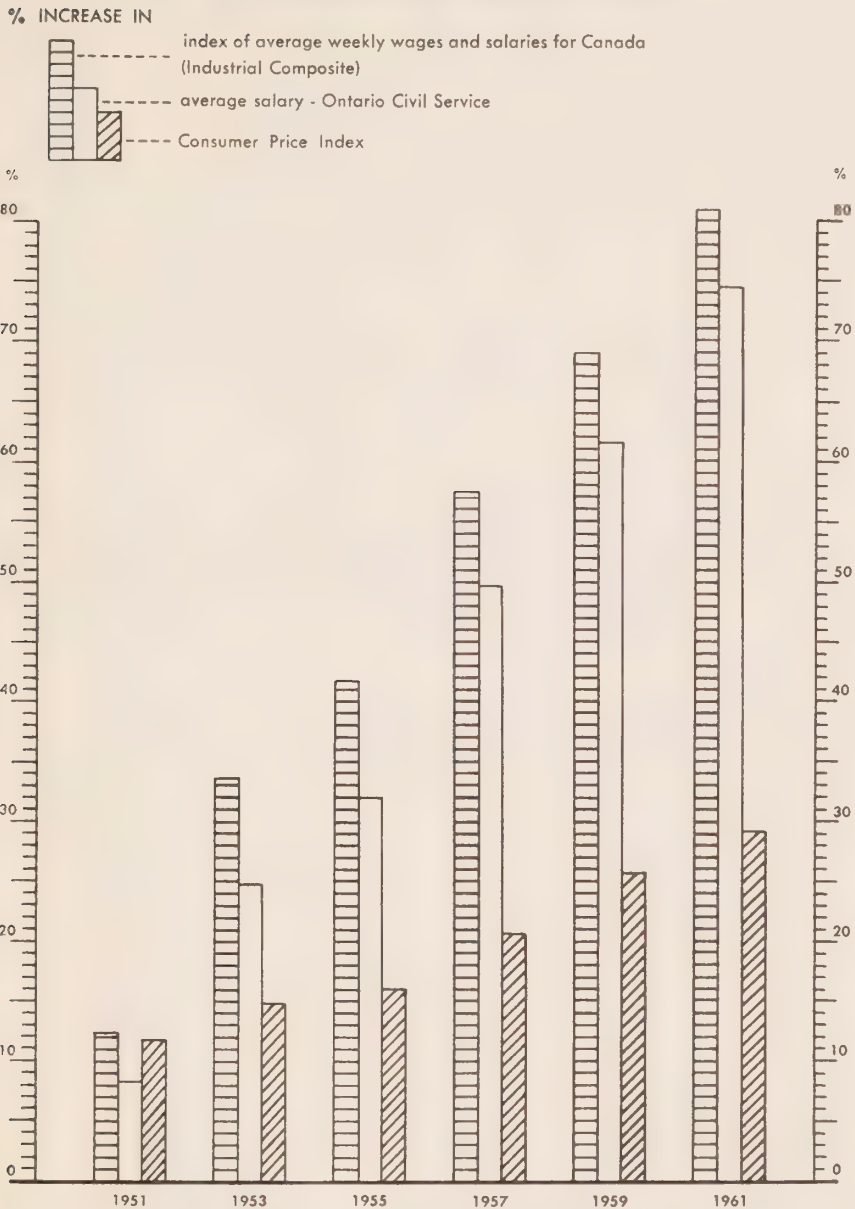
CHART 5

PERCENTAGE DISTRIBUTION OF STAFF—MARCH 31, 1961  
BY AGE GROUPS



# CHART 6

## PERCENTAGE INCREASE IN AVERAGE SALARY IN THE ONTARIO CIVIL SERVICE 1951-1961



Comparison - % increase in average salary in the Ontario Civil Service with % increases in the index of average weekly wages and salaries for Canada (Industrial Composite) and the Consumer Price Index (1949=100)

Source: Dominion Bureau of Statistics, Employment and Payrolls, Prices and Price Indexes

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TABLE I PERCENTAGE DISTRIBUTION OF SEPARATIONS  
BY AGE AND SERVICE, 1960-61.

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**By Age Group**

	1959-60	1960-61
Under 21 years .....	12.3%	8.8%
21—31 .....	34.9	36.4
31—41 .....	20.4	18.9
41—51 .....	12.3	13.0
51—61 .....	7.2	7.7
61 and over .....	12.9	15.2
TOTAL .....	<u>100.0%</u>	<u>100.0%</u>

**Quartiles**

25% were	24.0 years of age or less	25.0 years of age or less
50% were	33.0 years of age or less	33.3 years of age or less
75% were	47.4 years of age or less	49.1 years of age or less

**By Years of Service**

4 years or less .....	72.3%	64.6%
3 years or less .....	66.1	54.1
2 years or less .....	54.4	41.6
1 year or less .....	40.6	21.0
(Total Separations—100 per cent)		



TABLE 2 CIVIL SERVICE ENROLMENT DURING 1960-61

	Total Staff, March 31/60	Appointments	Separations	Transfers In      Out	Total Staff March 31/ 61
Agriculture	1,660	226	149	2	1,738
Attorney General	918	155	149	13	936
Provincial Police	2,156	115	119	2	2,152
Civil Service Commission	59	15	4	1	69
Commerce and Development	300	46	45	1	231
Economics	54	17	12		59
Education	1,458	223	156	+	1,519
Energy Resources	56	19	3	4	76
Health	881	151	128	11	910
Hospitals	9,350	2,055	1,395	145	10,009
Highways	4,717	978	337	6	5,356
Insurance	65	12	11	1	65
Labour	347	53	33	3	364
Lands and Forests	2,033	352	106	1	2,274
Lieutenant Governor	2	1	1		2
L.C.B.O. and L.L.B.O.	1,869	193	109	1	1,954
Mines	210	26	24	1	211
Municipal Affairs	154	39	25	69	235
Prime Minister	20	3	2		21
Provincial Auditor	70	8	6	1	72
Provincial Secretary and Citizenship	375	55	53	7	381
Public Welfare	514	90	84	1	519
Public Works	1,449	185	174	2	1,456
Reform Institutions	89	16	12	6	98
Reformatories	1,754	264	236	38	1,778
District Jails	218	26	34	4	210
Transport	605	298	81	1	819
Travel and Publicity	155	25	26	1	155
Treasury	764	154	149	9	770
TOTAL	32,302	5,800	3,663	330	34,439

TABLE 3 PER CAPITA MONTHLY ABSENCE DUE TO ILLNESS,  
1957-61

	<u>1957</u>	<u>1958</u>	<u>1959</u>	<u>1960</u>	<u>1961</u>
Agriculture .....	.31	.61	.36	.39	.36
Attorney General .....	.53	.67	.54	.52	.48
Provincial Police .....	.23	.27	.23	.37	.42
Commerce and Development .....	.47	.58	.61	.60	.67
Economics .....	1.10	.76	.58	.79	.74
Education .....	.41	.47	.41	.42	.37
Energy Resources .....	—	—	—	.44	.30
Health .....	.54	.68	.62	.62	.60
Hospitals .....	.63	.72	.68	.73	.73
Highways .....	.62	.69	.65	.71	.67
Insurance .....	.60	.74	.69	.54	.53
Labour .....	.80	.92	.80	.90	.77
Lands and Forests .....	.44	.47	.41	.50	.47
Mines .....	.48	.53	.56	.59	.51
Municipal Affairs .....	.50	.66	.60	.65	.63
Prime Minister .....	.48	.44	.36	.69	.57
Provincial Auditor .....	.89	1.05	.83	.81	.58
Provincial Secretary .....	.78	.88	.86	.89	.91
Public Welfare .....	.85	.83	.63	.70	.63
Public Works .....	.83	.94	.71	.77	.83
Reform Institutions (inside) .....	.70	.83	.60	.80	.76
Reformatories and Jails .....	.46	.44	.41	.53	.47
Transport .....	—	.94	.77	.84	.82
Travel and Publicity .....	.68	.90	.72	.85	.81
Treasury .....	.81	.81	.81	.78	.77
ENTIRE SERVICE .....	.55	.64	.58	.63	.62

# **PART II**

**April 1, 1961 — December 31, 1961**



## CHARACTERISTICS OF THE CIVIL SERVICE . . . .

Total enrolment in the civil service at December 31, 1961, was 34,599. This is an increase of 2,114 over the figure of 32,485 which was the total at March 31, 1961, the end of the fiscal year which is covered by Part I of this report. (These figures exclude totals for the Liquor Control Board of Ontario and the Liquor Licence Board of Ontario. These employees are not under Civil Service Commission certificate as civil servants.)

The increase of 2,114 which occurred in the nine-month period includes transfers of 1,128 persons from continuous casual staff to the civil service. This means that the actual number of new additions to the civil service over and above the casuals who were transferred was 986.

At December 31, 1961, there were 22,702 males and 11,897 females under civil service appointment. These figures represent 65.6 per cent and 34.4 per cent of the service respectively. Of the males on staff at this date, 7,391 were war veterans.

### **New Institutions, Programs, Services**

Opening of new institutions, increased services, new programs and transfers from casual to civil service status accounted for most of the increase in staffs in individual departments. (Please refer to the table in the Appendix to this section for additional detail.)

Of a total increase of 133 in the Department of the Attorney General, nearly two-thirds occurred in the Ontario Provincial Police. Similarly in the Department of Health, the staffing of new mental hospitals, additions to existing institutions, and improvements in services and facilities along with transfers from casual to Temporary staff accounted in the main for the increase of 544.

The increase in staff of approximately 450 in Treasury Department was due to the opening of the Retail Sales Tax Branch. Increases of some 400 and 200 respectively in the Department of Highways and the Department of Lands and Forests were mainly the result of transfers from casual to Temporary or Permanent Staffs.

### **Turnover Rates**

On a basis of average enrolment and total separations, turnover rate during the calendar year ending December 31, 1961, was 9.5 per cent.

While reporting periods overlap by three months, it would appear that some decrease in turnover may be occurring. The figure for the 1960-61 fiscal year was 10.6 per cent.

Turnover rate among Permanent staff for the 1961 calendar year was 6.3 per cent and among Temporary staff 25.1 per cent. Turnover figures for males and females were 6.7 per cent and 14.9 per cent respectively.

### **Appointments and Separations**

The 4,624 appointments to civil service staff were as follows: New recruits, 3,424; casuals transferred, 1,128; retained, 72.

The 2,510 separations during the nine months were in the following categories: resignations, 2,086; superannuations, 132; retirements, 136; discharges, 76; deaths, 80.

Of the males, 483 of the appointees were war veterans. A total of 751 of the female appointees were married.

## Transfers of Employees within Service

Organizational Changes	<u>Number of Employees</u>
Consolidation of Department of Commerce and Development with Department of Economics	124
Formation of new Parole and Rehabilitation Branch in the Department of Reform Institutions	37
Transfers of Individual Employees	<u>175</u>
TOTAL	<u>336</u>

## Absence Due to Illness

Employee absence due to illness averaged 0.63 days per month per employee or 7.56 days per year for the calendar year ending December 31, 1961.

During the 12 months ending December 31, 1961, visits to the Civil Service Health Centres totalled 44,837.

## AMENDMENTS TO THE PUBLIC SERVICE ACT . . .

The Public Service Amendment Act, 1960-61, which received Royal Assent on March 29, 1961, gave statutory authority to the Civil Service Commission to provide, assist in, or co-ordinate staff development programs.

In addition, the Act amended Sections 5, 6 and 7 of the Public Service Act by enacting new Sections 5 and 6.

The effect of the new Section 5 is to permit retention of civil servants to the age of 70 where, in the opinion of the Civil Service Commission "special circumstances exist", and where the Deputy Minister so requests in writing. Thus, while 65 continues to be the retirement age, retention is possible to age 70 in certain cases.

An administrative directive issued by the Civil Service Commission on June 27, 1961, stated that when certain conditions can be affirmed with respect to retention of employees beyond age 65, a Commission certificate for the period of extension will be forwarded for approval by the Lieutenant Governor in Council.

These conditions are that:

- (1) the employee has requested such retention in writing and he is performing satisfactorily in the position.
- (2) the employee's services are needed, and,
- (3) the employee has been certified by a medical practitioner that he is able physically and mentally to carry the responsibilities and duties of the position in an efficient and satisfactory manner for the period of re-employment.

The new Section 6 permits appointment by the Lieutenant Governor in Council in a special capacity for a period not exceeding six months at a time of superannuates and annuitants who have professional, expert or technical knowledge that the Lieutenant Governor in Council wishes to have at his disposal. Appointment under this Section has no effect on an appointee's superannuation allowance.



## AMENDMENTS TO REGULATIONS . . . . .

Changes in Regulations made under the Public Service Act during the nine months ending December 31, 1961, are summarized below:

### **Red Circle Salary Treatment—O. Reg. 88/61**

This Regulation deals with the salary procedures which apply when a position is allocated to a class with a lower maximum salary. Under this provision, an employee whose position is reclassified downward is entitled to proceed to the maximum rate of the salary scale in his former class, in the salary schedules effective at March 31, 1961. This applies to all civil servants assigned to positions before May 1, 1961.

Employees assigned after May 1, 1961, to positions which are later downgraded are entitled only to the salary rate reached before reclassification and not to the maximum of the former salary range.

This Regulation also provides that after reclassification takes place, if the employee is offered and refuses another position in a class having a maximum salary equal to or higher than the old maximum, he is then subject to the salary scale of the new classification and his salary is reduced accordingly.

The purpose of this new Regulation was, in general, to provide protection to employees whose acceptance of employment was based on the premise that they could with satisfactory service, proceed to the maximum salary quoted to them at that time.

In the case of persons accepting appointments after May 1, 1961, or employees who are promoted, subsequent downgrading of their positions would result in eligibility only for the salary rates reached before the downgrading takes place.

### **Holiday Pay—O. Reg. 88/61 and O. Reg. 287/61**

Amendments to the section of the General Regulations on the vacation credit system provide that if a civil servant leaves the service before completion of six month's service and if he has worked at least one month, he is entitled to holiday pay at the rate of 4 per cent of his salary in lieu of unused credits.

### **Attendance Credit System—O. Reg. 250/61**

Amendments to the section of the General Regulations on the attendance credit system include confirmation of the title "attendance" credits to comply with present practice. In addition, departments are permitted, with Commission approval, to maintain a credits register in keeping with specific departmental requirements.

Absence under Section 8 (4) of the Public Service Act is added to the conditions under which an employee cannot accumulate attendance credits in any month during which absence occurs.

In addition, provision is made for a more equitable method of computing attendance credit gratuities based on a fraction of the annual salary rather than on a fraction of the monthly salary.



### **Leave of Absence—O. Reg. 250/61 and O. Reg. 289/61**

Amendments to the Regulation on leave of absence extend to the Deputy Minister permission to grant a loan of 30 days against future credits with absence of more than 10 days being reported to the Commission. In addition, the Deputy Minister is permitted to grant compassionate leave at his discretion and to require a doctor's certificate for absences of less than five days.

Provision is also made for the collection of unpaid balance of loans against future credits from civil servants who separate or, on death, from the personal representative of the civil servant.

Procedures with respect to leave for jury duty or as a subpoenaed witness are now covered. In addition, provision is made for payment of salary while a claim under the Workmen's Compensation Act is pending and when an award is made.

The section was also amended to provide that when an employee has been forced to use accumulated vacation credits during an illness for which attendance credits were not available, he may take vacation leave without pay.

### **Special Leaves of Absence—O. Reg. 289/61**

The section on the granting and conditions of special leaves of absence was amended in its entirety. In general, a more realistic method of granting leave with and without pay is provided. The requirement of the approval of the Lieutenant Governor in Council when the leave exceeds six months is continued. The Deputy Minister may now grant leaves of absence without pay to a civil servant for a period of up to one month.

### **Payments on Death of a Civil Servant—O. Reg. 250/61 and 308/61**

Provision is made when an employee dies to have one-twelfth of his annual salary paid to his personal representative as well as payment for any vacation and overtime credits which have accrued.

### **Appointing Authority—O. Reg. 288/61**

The amendment to the section on transfers of civil servants continues the present provision requiring the appointing authority of the Minister or Lieutenant Governor in Council when a civil servant is transferred from one position to another with a change in class or salary or when a transfer takes place between two departments.

The amendment, however, removes the reference to change in status within a position. Thus, the Civil Service Commission can now reclassify positions as duties change, in keeping with the responsibility placed upon it by Section 2(3)(b) of the Public Service Act.

### **Departmental and Branch Councils—O. Reg. 251/61**

An amendment to the section of the General Regulations providing for a system of Departmental and Branch Councils authorizes certain changes in Departmental and Branch Council procedures.

**RECRUITMENT ACTIVITIES** . . . . .

The recruitment program of the Civil Service Commission underwent a complete change of emphasis in 1961. Formerly, the division operated mainly as a placement agency attempting to find jobs for applicants. Recruitment officers checked the qualifications of candidates recruited and selected by departments in order to protect the Commission's interest in staffing the service with qualified applicants.

Early in the year foundations were laid for a more ambitious recruiting policy. A. S. Clark was appointed Recruitment Supervisor to co-ordinate departmental requests for staff and to offer the services of the Recruitment Section to departments.

**Metropolitan Toronto Vacancies Listed**

In October, the new recruitment policy was formally announced and departments were henceforth required in the Metropolitan Toronto area to list vacancies and to consider for appointment only candidates who had been registered as qualified in the Civil Service Commission. Immediately the number of requests for staff filed in the Commission doubled. The number of applications received trebled, and the number of applicants referred by the Commission and placed in the departments increased by about 70 per cent.

All applicants calling at Commission offices were registered and counselled as to employment prospects before being entered in competitions for actual vacancies. The screening of applicants was greatly facilitated by the rapidly expanding program of the newly established Examinations Division, and it permitted setting up reservoirs of qualified persons on eligible lists. For the first time, also, it was possible to consolidate the advertising of vacancies in the government service.

**Competitions Conducted**

During the Spring and early Summer, the division was active in recruiting personnel assistants for both Commission and department assignments to the Reclassification Program. At the same time, staff was co-operating with Treasury personnel in the major task of recruiting for the new Retail Sales Tax Branch. Several in-service promotional competitions were also held during this period.

Competitions were conducted to recruit Organization & Methods Officers and Treasury Board Analysts for the new positions on Treasury Board staff. During this time also, plans were made to expand and re-assign staff and to evolve procedures and methods to conform with Commission recruitment policy. This included co-ordinating effort with the newly established Examinations Section. The increase in in-service promotional competitions continued.

**EXAMINATIONS PROGRAM** . . . . .

An Examinations Division was established in November with H. R. Crockett, Examinations Supervisor, in charge of development and supervision of the examination program in the Civil Service Commission.

Objectives of the program were several-fold:

- (i) to provide an objective and effective method of controlling intake into the Service; to identify the fit job applicants;
- (ii) to assist the Recruitment Division by providing recommendations based on objective examining techniques;

- (iii) to provide an objective and fair method of identifying the best in a very large number of applicants, such as there are for clerical positions;
- (iv) to provide advice and assistance to departments in the construction of their internal qualifying and promotional examinations;
- (v) to provide an objective method of identifying the best candidates who participate in in-service competitions.

### **More Stenographers Tested**

In the period prior to December 31, 1961, there were several developments. Testing of stenographers and typists was transferred from the Recruitment Division to the Examinations Division and facilities for testing stenographers and typists were expanded. Previously, only one test could be given at a time. Now up to four persons may be tested at once.

Also, because of these expanded facilities, more people could be encouraged to apply for positions with the Ontario Government. As a result, it has been possible to raise the standards on the shorthand and typing tests.

A formal examining procedure was used to fill four Organization and Methods Officer positions in the Treasury Department.

Three competitions were held to fill several Personnel Assistant 1 vacancies. A total of 52 people took the examination; 38 actually wrote and 15 passed.

A group of prospective stenographers and typists were assembled for testing at the Ryerson Institute of Technology. This helped relieve the shortage which existed in these classes at that time.

There was an in-service competition to fill a Personnel Officer vacancy. The competition was restricted to provincial employees. A formal examining procedure was used to identify the best candidates.

### **Additional Examinations**

Employees who placed transfer requests with the Commission were also tested. This enabled Recruitment Officers to better match employees and job requirements.

As of December 31, 1961, intake into the following classes, in the Metropolitan Toronto area, was determined by examinations:

Junior Clerk, Clerk Messenger 1, Clerk Messenger 2, Filing Clerk 1, Filing Clerk 2, Audit Clerk 1, Audit Clerk 2, Senior Audit Clerk, Accountant 1, Clerk 1, Clerk 2, Clerk 3, Senior Clerk, Clerk Typist 1, Clerk Typist 2, Senior Clerk Typist, Clerk Stenographer 1, Clerk Stenographer 2, Senior Clerk Stenographer, Secretary 1, Personnel Assistant 1, Probation Officer 1.

A total of 1,458 individual stenographic and typing tests was administered during the nine months ending December 31, 1961. This is an increase of 312 over the corresponding period of the previous year. The tests were administered to 1,037 applicants and 55 employees who were seeking to improve their qualifications.

For other classes of work, a total of 511 tests was administered to 314 applicants during this period. (Some examinations required the taking of several tests.)

## CLASSIFICATION ADMINISTRATION . . . . .

Concurrent with the development of the Reclassification Program under separate leadership, the Classification Division continued to maintain and administer the Classification Plan for the entire civil service.

The Chief Classification Officer, H. F. Goss, took an increasingly active part in the rating control work of the Reclassification Program, his responsibilities in the Classification Division being assumed by R. Oss, Classification Supervisor. The other Classification Supervisor, K. S. Skelton, was assigned special duties as Planning and Maintenance Supervisor with the Reclassification Program.

### Integration of Programs

The integration of the work of the old and new programs at the supervisory level which is indicated by the above staff changes was also reflected in two other developments.

Throughout the year, the Classification Officers participated in several of the reclassification rating sessions to contribute their knowledge of comparative class relationships throughout the civil service.

In November it was finally arranged that the same job information could be used to serve both programs. Copies of specifications developed in the Reclassification Program were made available to departments and the Classification Division to be used in support of any current classification transactions. Previously, it had been the practice for employees to describe their jobs on Position Description Forms which would be verified by their supervisors before being submitted by the Personnel Office to the Commission for classification.

Under the new procedure, a trained Job Analyst assists the Supervisor in describing the job on a Position Description Form. When it is signed by the employee, indicating that he understands and accepts this definition of his job, it can then be used either in the continuing process of classification or for job evaluation in the Reclassification Program.

### Classification Surveys

During the period of this report, the classification surveys noted below were undertaken. Establishment of the classes was recommended to the Civil Service Commission. Following approval by the Commission, recommendations went forward which were subsequently approved by Order in Council.

Rehabilitation Officer Series, Department of Health—these classes were established following the creation of the new Medical Rehabilitation Branch in that department. This work was subjected to careful comparison with rehabilitation work in the Departments of Public Welfare and Reform Institutions.

Field Representatives and Tax Administrators, Treasury Department—the setting up of the new Retail Sales Tax Branch required the classification of a number of new positions and the setting up of several new classes.

Organization and Methods Officer Series and Treasury Board Analyst Series. Treasury Department—the new activity of the Treasury Board in organization and methods and in program budgeting resulted in setting up of a number of new positions to be classified before recruitment and staffing took place.



Department of Lands and Forests classes were extensively reviewed. Revised standards were implemented in respect to the existing series of Foresters and Conservation classes. Several new series were set up to cover positions of Fish Culturists, Forest Protection Supervisors and Section Supervisors in Head Office Branches.

Citizenship Liaison Officer classes were established for the Department of Provincial Secretary and Citizenship.

The Estate Assessor positions in the Treasury Department were reviewed with the result that the class structure was revised and specifications were prepared.

The Job Analyst classification was created to recognize the new function which emerged in the Reclassification Program.

A comprehensive study of all medical positions in the service was undertaken. This had not been completed at the close of the reporting period.

As a result of all this activity, 141 new classes were established, 85 classifications were deleted, 132 new specifications were published and 22 existing class specifications were revised and updated. Approximately 55 position audits were conducted.

The Classification Division participated in a number of grievance hearings before the Classification Rating Committee.

At the close of the year, plans were being made to assign a Classification Officer to the new District Office at Downsview in order to provide a better service to the Department of Highways in classifying positions and processing promotions.

### **Procedural Changes**

- (a) *Anniversary Increases*—For some years employees have received annual salary increases on the first of April, providing that their work performance merited and providing that they had not reached the maximum rate for the class of work in which they were engaged. For the majority of employees, this was an equitable and satisfactory arrangement because their last increase had been received 12 months earlier. Inequities developed, however, when employees were appointed or promoted through the year and consequently served less than 12 months before receiving the next salary increase. In some cases, the period of service was as low as three months and in other cases as high as fifteen months.

It had been long recognized that a system which permitted increases on the anniversary of the last increase, promotion, or appointment had the added advantage of spreading out over the whole year the considerable load of processing annual increases which was being concentrated at April 1st. As a result, the assessment of the merit in each individual case could be determined more conscientiously. This new procedure was announced by the Commission in a directive issued in July.

- (b) *Semi-Annual Increases*—The Commission also introduced in a number of recruiting classes a provision whereby increases might be made available on merit to employees within the six month's period of appointment. It has been found necessary, in order to retain promising young employees, to provide semi-annual progressions for a period of up to two years. This is in keeping with practice in several other public service jurisdictions and industrial and commercial enterprises.

- (c) *Acting and Provisional Appointments*—From time to time employees are called upon to accept the responsibilities of higher ranking jobs for which either they are not fully qualified or to which they are not being officially appointed because of the absence on sickness of the regular incumbent. Under previous procedures, the employees in such cases could not receive the remuneration for the job which they were performing. The Commission, recognizing the inequity, issued a directive permitting payment of the minimum rate for the job on acting or provisional appointments.

In general, an acting appointment is certified when the regular incumbent is absent or on extended period of sick leave or educational leave and his duties must be assumed by another employee until his return.

A provisional appointment is said to occur when a fully qualified candidate for the job cannot be obtained and the appointment of an underqualified person is made providing that he obtains the required qualifications within a reasonable period of time.

These new provisions were adopted in the light of the Commission's acceptance of the principle that an employee should be paid for the work that he does and that it is the job content rather than the employee's qualifications which determine pay grades.

## PAY RESEARCH . . . . .

An extraordinarily heavy program of pay studies was undertaken early in the period under consideration. Intensified relationships with the Pay Research Bureau of the Federal Civil Service Commission provided an effective foundation for these activities.

Extensive studies were made in an unprecedented number of classes and class series with the result that a large proportion of the classes in the Service were revised during the past six months.

During this period, salary ranges on 427 classes were revised, 141 new classes established, and 18,600 persons received increases which cost \$5,521,600.

Salary adjustments took place in the following areas:

Clerical and general administration, stenographic and secretarial, assessment and evaluation, municipal administration, purchasing and stores, economics and statistics, personnel, executive, industrial plant management, laboratory technician work, sign painting, rehabilitation work, buildings maintenance and caretaking, auxiliary health services, inspection work, office equipment operation, communications equipment operation, agricultural services, resources conservation, reform services, institutional services, welfare administration, nursing, emergency measures supervision, safety promotion and engineering and engineering technical services.

In entry level classes, semi-annual increases were provided. Provision was made for recruiting above the minimum on entry to many series.

The Pay Research Section conducted a survey of salaries for police classes which was incomplete at the end of the year. Research work was being done in other areas also.

A number of salary surveys for other organizations were completed during this nine month period.

## TRAINING AND DEVELOPMENT . . . . .

### Senior Officers' Conference

The Branch's first major undertaking was the Senior Officers' Conference, similar to but not identical with the Senior Officers' Conference that has been given by the Civil Service Commission of Canada annually since 1953. Planning for this project commenced in December 1960.

The Branch received much assistance from an able Advisory Committee. It consisted of: G. H. U. Bayly, Assistant Deputy Minister, Department of Lands and Forests; Harold Bowen, Executive Secretary, Civil Service Association of Ontario; E. J. Davies, Assistant Superintendent of Secondary Education, Department of Education; D. P. Douglass, Deputy Minister, Department of Mines; T. R. Hilliard, Assistant Deputy Minister, Department of Agriculture; H. S. Howden, Director, Services Branch, Department of Highways; O. M. Schnick, Director, Statistics Branch, Department of Economics.

The Branch was assisted by officers of the Civil Service Commission of Canada and the New York State Department of Civil Service. They discussed the experience of both of these organizations in conducting similar development projects in their respective jurisdictions. This guidance enabled our officers to avoid some of the pitfalls that these other services had encountered in their initial efforts.

J. L. Mennill, on loan from the Department of Lands and Forests, and Prof. W. E. Grasham, Department of Political Economy, University of Toronto, were appointed Co-Directors of the Conference. Two planning consultants, Dr. R. O. MacFarlane, Head of the Department of Public Administration, Carleton University, and Prof. Walter Thompson, Associate Dean of the School of Business Administration, University of Western Ontario, assisted in planning the Conference.

The Conference, held from May 8 to May 26 at the Ontario Agricultural College, Guelph, considered the organization, purpose and function of government for six days, and, for nine days, governmental administration and emergent problems. More specifically, it sought to promote greater efficiency in Government by giving senior officers an opportunity to study and discuss—

- (1) the development of democratic government;
- (2) the relationships and inter-action in government and its community;
- (3) the principles and methods of government administration.

The syndicate method was used extensively throughout the Conference with a considerable sprinkling of addresses by various authorities in their respective fields. The case study method, combined with lectures, was used extensively in the second part dealing with government administration.

Four Ontario universities—Carleton, Queen's, Toronto and Western Ontario, were represented among various session leaders. Other leaders were from the civil service, the press, the legal profession and consultant firms.

Twenty-three Ontario Civil Service officers, as well as one nominee from the Municipality of Metropolitan Toronto and another from the Civil Service Commission of Canada attended.

### Supervisory Training

Two supervisory training courses were planned for the senior supervisors of the Department of Public Works. The first of these courses dealing with work, its organization and methods, was given in the autumn of 1961. The second course for the same group of senior supervisors dealing with the human relations aspects of management will be given early in 1962.



The officers attending these sessions will influence the planning of similar programs for supervisors at other levels in the department.

Several other departments showed interest in developing courses of this nature.

### **Middle Management Groups**

Two programs were undertaken during the year in cases where homogeneous groups with similar needs were identified in several departments.

On April 20, an institute-type session, sponsored jointly by the Training and Development Branch and the Personnel Council, was held. It dealt with Grievances—their Nature, Prevention and Remedy.

During the October 29 to November 4 period, the senior personnel officer or director and one line officer from each department of government attended a conference on the subject of management of personnel. This was held at the Ontario Fire College, Gravenhurst. Various types of sessions were utilized, including syndicates, case studies, role playing, and lectures followed by discussion periods.

The Commission paid the total cost of conducting the Conference, including meals, lodging and the provision of leaders. The various departments paid the travel expenses of their personnel attending.

### **Training in Communications**

The Branch encouraged departments to investigate communications training. It organized and held a special type of course on written communications for officers of the Commission.

### **Outside Educational Institutions**

The Branch advised the departments of courses, seminars and training conferences offered by various universities, schools and management associations. As a result, several departments nominated candidates to attend some of these sessions.

### **Special Courses**

Officers of the Branch discussed training for civil service improvement with Ryerson Institute of Technology which was developing a three-year certificate course in public administration.

In co-operation with the Extension Department of the University of Toronto, the Commission announced a two-year course in public administration. At the conclusion of this course, the Commission will grant a certificate to civil servants who complete the course successfully.

Lectures in the first two subjects will begin in January, 1962. The course will provide the upper level governmental administrator, (or potential upper level administrator), with background studies essential for a fuller comprehension of his role and its relationship to democratic government and our economy; an introduction or re-orientation to the social sciences; some consideration of human factors in management; a means of stimulating the individual to think about his personal development in relation to the objectives of his organization and of government.

### **Developing Literature for Study**

The Branch discussed with representatives of several universities the lack of useable literature in public administration relating to provincial and municipal governments. As a result, some professors have interested students in topics pertaining to provincial and local government. Several are preparing theses or dissertations in this area.

### **Visual and Other Aids**

The Branch has procured several films on training and development topics and good visual aid equipment. These, and other aids, have been used in some of the courses and sessions already described. They are available to departments for organized courses. As well, the Branch has established a library of books that will be used in its conferences, seminars and other sessions. The Branch has assisted some departments in preparing bibliographies.

### **Co-operation with other Government Agencies**

During this period the Branch helped to plan itineraries for several foreign government representatives travelling under the auspices of United Nations agencies. Countries accommodated included India, Indonesia, Israel, Malaya and Nigeria.

## **OPERATIONS AND ESTABLISHMENTS . . . . .**

Towards the close of the preceding fiscal year the Operations and Establishments Branch was organized under the direction of E. K. Pukacz, formerly Senior Accountant, Department of Lands and Forests. The new Branch included the former Office Services Division and plans were laid for considerable expansion of activity in respect to position records and tabulating machines.

Early in the year the position inventory, initiated by the Reclassification Project, was nearing completion. Arrangements were made for the Branch to receive the organization charts and coded inventory for each department as it became available. In due course this information was tabulated for the further use of the Reclassification Project. In addition, maintenance procedures were initiated to keep the inventory up-to-date and to make use of it in the daily processing of civil service transactions. The magnitude of this operation added considerably to the load of the Operations Branch and necessitated the employment of additional clerical staff.

The period of this report also covered a considerable increase in activity by the Commission in respect to the publishing of new policies and procedures, directives and regulations. A new system of issuing directives and bulletins was devised and an attempt was made to consolidate those parts of previous directives issued over the past fifteen or twenty years which were still in effect. Deputy Ministers and departmental officials were supplied with up-to-date copies of the Act and Regulations and other procedural directives and a system for keeping these up-to-date was introduced.

### **Tabulating Unit Expanded**

The most significant activity for the period under review was the expansion of the tabulating unit. A concerted plan was developed whereby most of the manual record keeping and certificate processes were superseded by automatic data processing. This involved the introduction of newer and more versatile equipment and the employment of several additional trained employees.

Concurrent with the expansion of this unit the Commission was able to introduce new anniversary increase procedures referred to elsewhere in this report. Lists of employees coming due for increase were prepared monthly and submitted to the departments for approval. Similarly the substantial number of revisions to the classification and salary schedules required the issue of extensive revision lists on several occasions. On these lists the employees in the revised classes were given corresponding increases. Without the tabulating equipment, the anniversary increase procedure and the salary revisions would have placed very heavy burdens on Departmental Personnel Officers.

**New Type of Certification**

Until this year many thousands of certificates were typed manually according to prescribed forms by four certificate typists. After considerable study a new type of certification was devised to be issued by machines, consisting of an individual colored certificate for each employee and a control list for official signature. This provided the means of a more rapid and accurate issuance of official documents, with sufficient copies for all purposes. It also became the basis for statistical reports and for the maintenance of employee records superseding the old manual system. These ambitious innovations laid the foundation for a more efficient system of personnel documents and records.

At the close of the period under review, negotiations were taking place with the Communications Branch of the Department of Public Works to use the Commission's tabulating installation as the instrument for maintaining a current telephone directory for the entire civil service.

**CREDITS AND PERQUISITES ADMINISTRATION . . . . .**

**Gratuity Payments**

A total of \$556,905.63 was paid to 564 employees as attendance credit gratuities in the nine-month period ending December 31, 1961. The total monthly payments averaged \$46,408.80 and the average payment to each employee who qualified on separation was \$987.42.

In the corresponding period of the previous calendar year, total payment was \$596,754.57 with an average monthly payment of \$49,729.54 and an average payment per employee of \$1,156.50.

**Perquisites Administration**

Rentals were established on 17 new units during the nine-month period and were revised on 14 existing units. In most cases, these were upward revisions which were due to improvements in accommodations. In addition, rentals for 19 new rooms were established.

The 17 new units and the loss of two units due to demolition or conversion to departmental use increased the number of occupied units with rentals approved by the Commission from 1,055 to 1,070.

A survey of property values throughout Ontario was also conducted during the period. The data obtained will assist in determining rentals on government-owned property occupied by civil servants who are required to live near their place of work.

**APPEALS PROCEDURE . . . . .**

The Public Service Grievance Board which hears employee appeals against discharge and grievances against working conditions or terms of employment other than classification, met 29 times during the nine-month period ending December 31, 1961. During these sittings, it disposed of 40 grievances.

G. H. U. Bayly, Assistant Deputy Minister, Department of Lands and Forests, was named to the Public Service Grievance Board as a Government alternate, effective June 1, 1961. Prof. R. Presgrave, University of Toronto, continued as Chairman of the Board. Vice-chairman was Mrs. Dorothy A. Homuth, Supervisor of Women's Employment for the T. Eaton Co. Ltd. Members were; E. H. Silk, Q.C., Assistant Deputy Attorney-General; and G. H. Spence, Assistant Provincial Auditor.

The Classification Rating Committee, which hears appeals against classifications, heard 15 cases between April 1 and December 31, 1961.

James A. Bridges, Manager, Personnel Department, Toronto Hydro-Electric System, was named as member of the Classification Rating Committee at the close of the year. Prof. J. A. Sarjeant, University of Toronto, continued as Chairman. The third member, who is usually a departmental representative, is named separately for each hearing.

## PERSONNEL COUNCIL . . . . .

A number of recommendations went forward to the Civil Service Commission from the Personnel Council during the nine months ending December 31, 1961. The Personnel Council acts as an advisory body to the Civil Service Commission and provides departmental personnel officers with a forum for exchange of views on problems of personnel management.

F. G. B. DeCarrol, Personnel Officer, Department of Agriculture, was elected Chairman of the Council for the 1962 calendar year at the final meeting in 1961. He succeeds J. C. Arber, Personnel Officer, Department of Transport. Mrs. Irene Beatty, Department of the Prime Minister, was re-elected Secretary.

## JOINT COUNCILS SYSTEM . . . . .

A total of eight meetings of the Joint Advisory Council was held during the nine months ending December 31, 1961, Dr. C. D. Graham, who retired as Deputy Minister of Agriculture and from the Council, had been a member of the Joint Advisory Council since October, 1959.

Minor amendments were made to the procedure for electing members to Branch and Departmental Councils. The procedure was put into printed form and copies were distributed to all departments for use in future elections.

The following topics were discussed in Joint Advisory Council, and in a number of cases, recommendations were made to the appropriate authorities:

Office hours, credit system for regular attendance, leave-of-absence, offences and penalties, death of a civil servant, outside employment, suggestion awards plan, regulated layoff procedure, Garrow Resolution, advertising of position vacancies, retirement age for civil servants who were under age 50 in 1948, and matters having to do with superannuation.



TABLE 1 —CIVIL SERVICE ENROLMENT, April 1, 1961—December 31, 1961

	Total Staff March 31/61	Appointments	Separations	Transfers In      Out	Total Staff Dec. 31/61
Agriculture .....	1,738	157	126	1	1,766
Attorney General .....	936	108	80	5	966
Provincial Police .....	2,152	177	75	3	2,255
Civil Service Commission .....	69	19	10	2	76
Commerce and Development .....	231	29	24	1	113
*Economics .....	59	11	11	124	183
Education .....	1,519	203	118	2	1,605
Energy Resources .....	76	16	9	1	83
Health .....	910	121	102	7	932
Hospitals .....	10,009	1,541	996	99	10,553
Highways .....	5,356	650	211	6	5,792
Insurance .....	65	3	1	1	66
Labour .....	364	54	24	1	394
Lands and Forests .....	2,274	293	83	1	2,483
Lieutenant Governor .....	2			2	2
Mines .....	211	13	12	1	211
Municipal Affairs .....	235	29	25	2	240
Prime Minister .....	21	2	3	2	18
Provincial Auditor .....	72	6	8	2	70
Provincial Secretary and Citizenship .....	381	50	42	2	389
Public Welfare .....	519	73	55		537
Public Works .....	1,456	147	110		1,485
Reform Institutions .....	98	7	14	42	131
Reformatories .....	1,778	188	134	20	1,792
District Jails .....	210	16	21	2	205
Transport .....	819	130	75	1	875
Travel and Publicity .....	155	21	20		156
Treasury .....	770	560	121	14	1,221
TOTAL .....	32,485	4,624	2,510	336	34,599

\* Note: The Departments of Economics and Commerce and Development were amalgamated on December 15, 1961. The enrolment of 113 shown early in the Department of Commerce and Development at December 31, 1961, consists mainly of two Branches moved to other Departments early in the next calendar year.









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ONTARIO

Government  
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REPORT

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*Ontario*  
CIVIL SERVICE  
COMMISSION



1962











REPORT  
of the  
CIVIL SERVICE  
COMMISSION

1962

PRINTED BY ORDER OF  
THE LEGISLATIVE ASSEMBLY OF ONTARIO  
SESSIONAL PAPER NO. 35



The Honourable *James N. Allan, Q.C., LL.D.*  
Treasurer of Ontario



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To: The Honourable Lt.-Col. John Keiller MacKay,  
D.S.O., V.D., LL.D.,  
Lieutenant-Governor of the Province of Ontario.

MAY IT PLEASE YOUR HONOUR:

The undersigned has the honour to transmit the Annual Report of the Civil Service Commission of Ontario for the year ending December 31, 1962.

Respectfully submitted,

A handwritten signature in dark ink, reading "James Allan". The signature is fluid and cursive, with a large initial "J" and "A".

Treasurer of Ontario

Toronto, March 22, 1963.



# Foreword

The Honourable James N. Allan, LL.D.,  
Treasurer of Ontario.

SIR:

I have the honour to present to you the Annual Report of the Civil Service Commission for the year ending December 31, 1962. This report covers the calendar year for 1962 and is presented in accordance with Section 4 (g) of The Public Service Act, 1961-62.

The period covered in this report has been a most active one in the history of the Ontario Civil Service. One of the highlights is the controlled growth of the Civil Service. The rate of growth was less than in 1961 with a net increase in employees of 600. It is significant that new hospitals, new schools and teachers' colleges and new reformatories accounted for the major portion of this increase in staff.

One of the largest increases occurred in the Ontario Provincial Police where the strength of the force was increased by over 170. It is also worth noting that the pay research survey begun in 1961 for the Ontario Provincial Police was completed during the year and salary ranges were revised accordingly. Another new development was the establishment of the Ontario Police College at Aylmer, Ontario, to provide training for municipal and provincial police. The full effect of these training facilities will not be felt until 1963.

The turnover rate for regular staff was 6.6 per cent compared with 6.3 per cent in 1961. Only fifty per cent of all separations are due to personal choice, such as a better position, home responsibilities or moving from the community. Forty-two per cent of all male separations were attributed directly to these reasons compared with 35 per cent in the preceding year.

After one year, grievance procedure protects an employee against improper dismissal. Of the 29 cases heard by The Public Service Grievance Board in 1962, six decisions favoured the employee.

Some concern must be expressed for the rising employee absence due to sick-leave. In 1958, these absences amounted to 7.08 days per year per employee. By 1962 the figure stood at 8.16 days for each employee. Absences due to sick-leave will be a subject for study in the forthcoming year.

During 1962, a new Public Service Act was approved by the Legislature. The Commission was granted statutory authority for recruitment, appointment to probationary staff, assignment of positions to classifications, recommendation of salary ranges to the Lieutenant-Governor in Council, and recommendation of qualified persons for appointment to the regular staff by the Lieutenant-Governor in Council.

The Statute also clarified the powers of the Deputy Minister in regard to the operation of his department. While the Commission has the power to recruit employees, it is the responsibility of the Deputy Minister to select the staff for his department.

The chief significance of the Statute is that it confirms the responsibility of the Civil Service Commission to develop and apply adequate standards of personnel management to the Civil Service, and it gives line management through the Deputy Minister the power to administer personnel programs efficiently.

The new Act made a complete review of regulations necessary. New regulations were made and supplemented by a series of directives to clarify the new Legislation. Most of the new procedures were a result of discussions by officers of the Commission with the Deputy Ministers' Council, the Personnel Council and the Joint Advisory Council. Full and frank discussions were also held with the employee association, The Civil Service Association of Ontario. In this way, these various bodies had a direct influence on the development of and installation of new procedures. The Commission wishes to express its appreciation for this assistance and co-operation, not only in this important period of new legislation but for the year round support and co-operation upon which the Commission so heavily relies in all matters relating to the service.

The Commission also wishes to acknowledge the full co-operation of the Deputy Ministers of each department without whose help and advice many of the improvements would not have been possible.

During the year, one of Ontario's most respected public servants, Miss F. Vera Glenney, member of the Civil Service Commission, retired. Miss Glenney, a sincere and responsible official of the government, served the Province of Ontario from 1918 to 1962. I would like to pay a special tribute to Miss Glenney. Her work and accomplishments live on today in the many fine civil servants whom she assisted in selecting and in the conditions of employment that she helped to plan and develop for the Civil Service.

We are fortunate indeed that Mr. A. E. Stacey continues as member part-time in the Civil Service Commission, while serving in his new capacity as Chairman of The Public Service Superannuation Board. Mr. Stacey's experience and judgment strengthen the Civil Service Commission in consideration of its statutory duties and responsibilities.

The third member of the Commission appointed in August 1962 is Mr. Carl Brannan, Assistant Secretary of the Treasury Board. He brings a wealth of experience and knowledge in civic and civil service administration and provides a liaison with the Treasury Board and the Treasury Department.

In the day to day operations of the Commission, a notable improvement was observed in the quality of candidates attracted to the Public Service. This is due chiefly to the new recruitment policy based on competition for advertised vacancies and selection by merit. During the year recruiting was very active. Over 10,000 interviews were conducted by the Recruitment Branch. The Examinations Branch, which operates a specialized function of recruitment, scheduled over 6,700 tests for candidates to determine eligibility.

In addition, a recruitment program for high school students and university students was introduced. Students were interviewed at their schools or colleges and information on employment in the Service was made available to them through the guidance teachers at the secondary schools and the university placement officers. The Commission is grateful to these officers for their excellent co-operation and assistance. In view of this support this important recruitment program will be expanded in the future.

Another major development was the application of point rating techniques to classification administration. The reclassification program for hospital positions with accompanying pay studies was completed insofar as rating of positions was concerned, at the end of December. In all, 18,000 positions were involved. The remaining classes will be completed in the early part of 1963.

The reclassification program resulted from a study instituted by the Government. Government approved its implementation in August 1962 and in the brief period since, the officers in the Position Administration Branch have worked extremely hard to bring the program into effect. The Pay Research Branch continued to apply salaries to Civil Service classes based on surveys for similar classes outside Government. It also participated in salary research conducted by the Federal Government and other organizations. During the year 4,280 persons received salary adjustments based on pay research activity, at a total cost of \$1,406,400. I would like to express my appreciation to the Pay Research Bureau of the Federal Civil Service Commission for their co-operation in making information on pay studies regularly available to us.

The Training and Development Branch conducted conferences and courses for senior officers and other levels of management. The Senior Officers Conference was attended by senior officials from nearly every department, and by representatives of the Civil Service Commission of Canada, the Province of Manitoba and Metropolitan Toronto. In co-operation with the University of Toronto, a certificate course in Public Administration is sponsored each year at the University. In the spring session 50 attended. This Branch also co-operates with Ryerson Institute of Technology to sponsor a three year course in Public Administration.

Re-organization of the Administrative Services Branch has greatly improved service to the Department. Processing is now on a weekly basis, and the use of data processing equipment has improved the effectiveness of the Branch.

The Civil Service Commission is a service agency whose basic responsibility is to provide departments with qualified recruits and to assist in their training and development. The activities of the Commission are directed toward this end to insure that the Province continues to be served by the most competent people available at every level of administration.

On behalf of the Civil Service Commission I would like to acknowledge the fine support of the excellent staff of the Department of Civil Service and, in particular, the Directors of the various Branches and Divisions who have borne heavy supervisory responsibilities. The work of the Commission could not be carried out without the help and co-operation of these talented people.

I am, very respectfully,

A handwritten signature in dark ink, appearing to read "D. J. Collins". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Chairman, Civil Service Commission.

March 19, 1963.





# DIRECTORY

as of December 31, 1962

THE MINISTER TO WHOM THE COMMISSION REPORTS.....TREASURER OF ONTARIO,  
HONOURABLE JAMES N. ALLAN, Q.C., LL.D.

## CIVIL SERVICE COMMISSION

CHAIRMAN.....D. J. COLLINS  
COMMISSIONER.....A. E. STACEY  
COMMISSIONER.....C. E. BRANNAN  
SECRETARY.....MRS. M. R. BARCLAY  
ASSISTANT SECRETARY.....L. J. SHARZER

## DEPARTMENT OF CIVIL SERVICE

DEPUTY MINISTER.....D. J. COLLINS  
EXECUTIVE DIRECTOR.....J. S. STEPHEN  
DIRECTOR, POSITION ADMINISTRATION.....H. COPLAND  
DIRECTOR, ADMINISTRATIVE SERVICES.....A. HEMMINGWAY  
CO-ORDINATOR, TRAINING & DEVELOPMENT.....R. V. METCALFE  
SUPERVISOR, PAY RESEARCH.....MRS. E. J. ETCHEN  
SUPERVISOR, RECRUITMENT.....A. S. CLARK  
SUPERVISOR, TESTING SERVICES.....H. R. CROCKETT  
SUPERVISOR, CLASSIFICATION.....R. OSS  
SUPERVISOR, MAINTENANCE & AUDIT.....K. W. SKELTON

## THE PUBLIC SERVICE GRIEVANCE BOARD

CHAIRMAN.....PROFESSOR R. PRESGRAVE  
VICE-CHAIRMAN.....MRS. D. A. HOMUTH  
MEMBERS.....G. H. SPENCE  
.....E. H. SILK, Q.C.  
.....G. H. U. BAYLY  
SECRETARY.....J. P. CULLITON

## CLASSIFICATION RATING COMMITTEE

CHAIRMAN.....PROFESSOR J. A. SARJEANT  
\* MEMBER.....J. A. BRIDGES  
SECRETARY.....J. P. CULLITON

\*In addition to the permanent member, a third member is named by the Chairman of the Civil Service Commission for each grievance from the ranks of the Personnel Directors.



# Characteristics of The Civil Service

## GROWTH OF THE SERVICE

There was a significant decline in the rate of growth of the Service during the 1962 calendar year. As of December 31, 1962 there were 36,468 civil servants, which represented an increase of 1,869 over the total at December 31, 1961. The corresponding increase for the 1961 calendar year was 2,768.

Furthermore, it should be noted that the staff increase of 1,869 included 1,262 transfers to regular and probationary staff from the continuous casual staff. The net increase in staff, therefore, was 607 as compared with an actual increase of 1,164 in the previous calendar year. Casual staff transfers to civil service status declined from 1,604 in 1961; that is, there were 342 fewer transfers from casual to regular or probationary staff. Expressed in percentage, the increase in staff declined from 8.7 per cent in 1961 to 5.4 per cent in 1962. The net increase in staff, excluding casuels, declined from 3.7 per cent to 1.8 per cent.

It is interesting to note that the composition of the Service remained roughly two-thirds male and one-third female. The totals were 24,376 males and 12,092 females, or 66.8 per cent males and 33.2 per cent females. This represented a slight proportionate increase in male staff since the last report.

(Additional information on the trend of civil service employment is to be found in Charts 1 and 2 in the Appendix. Details on the size of departmental staffs are given in Table 2.)

## NEW INSTITUTIONS, PROGRAMS AND SERVICES

Of the net increase of 607 employees, the major portion resulted from the opening of new institutions, the introduction of new programs and the provision of increased services. The largest increases occurred in the Department of the Attorney General where the strength of the Ontario Provincial Police was increased by slightly over 170. In the Department of Health, the new hospitals at Cedar Springs and Goderich accounted for additions of approximately 275 employees, but these were offset to some extent by significant reductions in the staffs at Orillia and Smiths Falls. New reformatories were also opened at Elliot Lake, Lindsay and Simcoe, accounting for additional staffs of approximately 80 employees. Education also showed an increase of 113 new employees due mainly to the staffing of new schools and teachers' colleges established in the preceding year.

## TURNOVER RATES

During 1962 the rate of turnover reverted more closely to the pattern established in recent years. Turnover experienced a significant decline in 1961 with a rate of 9.5 per cent, but in 1962 it increased by 1 per cent to 10.5 per cent. This was still the second lowest rate of turnover since the present reporting method was begun in 1945.

Percentage turnover among regular staff for the 1962 calendar year was 6.6 per cent and for the probationary staff 29.7 per cent. This compares with rates of 6.3 and 25.1 per cent, respectively in the previous calendar year. Turnover rates for male employees in the same period were 7.2 per cent and for females 16.6 per cent as compared with 6.7 per cent and 14.9 per cent, respectively in 1961.

The method of calculating turnover rates used in this context is to express the total separations, including resignation, discharge, death, superannuation and retirement, as a percentage of the average annual enrolment.

## REASONS FOR SEPARATION

Departments are required to file with the Commission a Notice of Separation for each employee who separates from the Service for whatever reason. The Commission is particularly interested in the separations which can be characterized broadly as voluntary. An analysis of the extent of voluntary separations could indicate defects in working conditions or terms of employment.

In 1962, 53.2 per cent were said to be caused by employees seeking (a) better positions (b) assuming home responsibilities, or (c) moving from the community. This compared with 49.3 per cent for the same categories in 1961; 42 per cent of the male separations were attributed to these reasons as opposed to 35 per cent in the preceding calendar year. The separations of females, both married and unmarried, from the Service remained fairly constant. Additional details on turnover trends are shown in Chart 3 and Table 1 in the Appendix.

## APPOINTMENTS AND SEPARATIONS

Appointments	1961	1962
New recruits.....	4222	4332
Casuals appointed.....	1604	1262
Retained.....	95	—
TOTAL.....	5921	5594
Separations		
Resignation.....	2564	3029
Discharge.....	107	217
Superannuation.....	174	228
Retirement.....	180	108
Death.....	128	143
TOTAL.....	3153	3725

Of the 5594 appointments to civil service staff, 2897 were males and 2697 were females. In the previous year, appointments totalled 5921 consisting of 3042 males and 2879 females. The proportionate increase of male staff has already been referred to.

## TRANSFERS BETWEEN DEPARTMENTS

Organizational Changes	From	To	No.
Transfers not completed in December 1961	Commerce and Development	Economics and Development	29
Emergency Measures	Commerce and Development	Attorney General	23
Conservation and Parks	Commerce and Development	Lands and Forests	50
Inter-Governmental Relations	Economics and Development	Treasury	6
Motor Vehicle Accident Claims	Attorney General	Transport	25
Transfer of Individuals			256
TOTAL			389

In the above Chart the item Transfer of Individuals refers to the movement of employees between Departments and between Institutions within individual Departments. In many instances these reflected in-service promotions.

## EMPLOYEE ABSENCE DUE TO ILLNESS

The average loss of time through illness during 1962 was 0.68 days per month per employee as compared with 0.63 days in 1961. Expressed in annual terms, this represented a loss of 8.16 days per year as opposed to 7.56 days per year in 1961.

During the past 5 years, the comparative average monthly figures on a calendar year basis were: 1958, 0.59; 1959, 0.61; 1960, 0.63; 1961, 0.63; 1962, 0.68.

(Please refer to Table 3 in the Appendix for detail on per capita monthly absence due to illness.)

Five Civil Service Health Centres which operate on a full-time basis reported a total of 50,887 visits during 1962. The six centres which operate on a part-time basis reported a total of 9,917 visits. This represents approximately a 10 per cent increase since last year. This service was made available to employees in 1944 in an effort to decrease absenteeism through illness by detecting and controlling minor illnesses and by treating injuries received due to accident.

## Amendments to The Public Service Act

A new Public Service Act was approved in the 1962 Spring session of the Legislature which involved a re-definition of the functions of the Civil Service Commission and enlarged upon the responsibilities of the Deputy Minister for personnel management in his own Department.

The significant changes were:

- the constitution to the Commission as a Department responsible to the Minister for the administration of the Act;
- the assignment to the Commission of the responsibilities for recruitment and assignment of persons to positions;
- the division of the Public Service into Classified and Unclassified staffs;
- the assignment to Deputy Ministers of the power of selection from Commission eligible lists, of disciplinary powers over their staffs, and of the right to delegate powers and duties to subordinate officials.

The Commission was given the power to evaluate and classify positions in the Classified Service. This replaced the previous authority to classify persons which was inconsistent with the accepted principle of paying employees according to work performed rather than according to their qualifications. The power of a Minister of a Department to appoint persons to the Unclassified Service was specified. The terminations of employment of civil servants through expiry of appointment, abandonment of position, dismissal, resignation, superannuation were all clarified.

The powers of the Lieutenant-Governor in Council to make Regulations with regard to the procedural aspects of personnel administration were expanded to include such subjects as:

- the standards and procedures to be followed in recruitment, selection and nomination;
- the determining of employee benefits;

- the definition of overtime;
- the procedures regarding release, layoff and re-appointment;
- the establishing of procedures for negotiation and for setting up medical boards.

In many respects these additions and amendments represented a bringing up to date of legislative authority for carrying out programs which had gradually evolved from previous legislation. The chief significance of the legislation was, firstly, to enlarge upon and confirm the responsibility of the Civil Service Commission for developing and applying adequate standards of personnel management for the Civil Service and, secondly, to give line management, through the Deputy Ministers, the power to administer personnel programs in the best interests of their departments without prejudice to accepted rights of employees.

Concurrent with the installation of the new Act was the complete review of the Regulations made under the Public Service Act. The new Regulations provided for:

- the setting up and maintaining of eligible lists;
- the procedures in respect to assignments or transfers of civil servants;
- the outlining of conditions of employment including attendance, hours of work, attendance credits, leaves of absence, vacations, overtime, death benefits;
- salary procedures on reclassification;
- offences and penalties;
- outside employment;
- training and development;
- Joint Advisory Councils;
- grievance procedures, dismissal procedures and exclusions therefrom.

These new Regulations were also supplemented by a new series of procedural directives to Deputy Ministers and Personnel Officers to provide further clarification on the intent and application of the new legislation and regulations.

In developing and installing the new procedures, the Commission consulted frequently with the Treasury Board and its staff, the Deputy Ministers' Council, the Personnel Council and The Civil Service Association. In so doing, it was able to avert many latent problems in the transitional period. The Commission wishes to acknowledge this assistance and express its appreciation for the help given to it by these bodies.

## **Recruitment Activities**

Reference was made in the preceding report to the new recruitment policy by which the Commission assumed responsibility for the quality of intake into the Service by establishing an eligible list procedure. This was first announced for positions in the Metropolitan Toronto area by a Commission directive in October, 1961 and was formalized and given legislative effect in the new Public Service Act 1961-62. Effective August 1, 1962, all appointments to the Classified Civil Service were made from Civil Service Commission eligible lists. The Commission assigned responsibility for establishing and certifying the eligibility of candidates for positions located in Metropolitan Toronto to senior officers in the Recruitment Section. The latter were also required to do a post-audit on eligible lists for positions located elsewhere in the Province which have been prepared by designated departmental officials under delegation of authority provided in Section 17 of the Public Service Act.





WHERE RECRUITMENT STARTS . . . a recruitment officer explains job opportunities in the Ontario Government.





WHERE RECRUITMENT FINISHES . . . a new employee's first day on the job.

These increased responsibilities are being carried out with the general objective of providing the best possible service to all departments in staffing. With the co-operation of departmental Personnel Officers, senior officials and district Recruiting Officers, notable progress has been made towards these objectives during the current year. As a result there has been a notable improvement in the quality of candidates attracted to the Public Service and the public is being continually made aware of the fact that equal opportunity is being afforded to all qualified persons in the community to compete for selection by merit in vacancies announced for external competition.

During the year more than 9500 interviews were conducted, resulting in some 3300 eligible candidates being referred to 2200 vacancies listed by government departments. The records show that about 1900 of these vacancies were filled during the year, the balance being made up of cancellations and carry-overs into 1963. These vacancies were at all levels from junior entry positions to senior professional and executive posts. A substantial increase in interdepartmental promotional competitions occurred and several civil servants obtained advancement in this way. Advertising of vacancies was vastly increased and "block" or multi-vacancy advertisements appeared almost weekly in various newspapers. Professional and trade journals and periodicals were also used extensively. A Recruitment Officer was stationed in the department office at Downsview to facilitate service to the departments located there. Considerable time was devoted to the preparation of a manual for the guidance of departmental officials exercising delegated recruiting authority throughout the Province.

## **HIGH SCHOOL RECRUITING**

In 1962 a recruitment program directed towards high school students was introduced. The Commission published a pamphlet outlining opportunities in the Civil Service for high school graduates and a Recruitment Officer visited several schools to speak to student groups. This led to a competition being held in the spring among Metropolitan Toronto Secondary School students who were interested in office work with the Ontario Civil Service: 84 graduating students applied and 28 were selected by various departments of government. The success of this effort on a small scale has prompted the Recruitment Office to plan and expand a speaking program coupled with participation in high school work experience projects. This should help to alleviate the chronic shortage of qualified stenographers and typists available to the departments in the Toronto area.

## **UNIVERSITY RECRUITING**

During the past year, for the first time, the Recruitment Section embarked upon a University Recruiting Program by acting in a co-ordinating capacity between the operating departments and the university placement offices. In developing this program, a certain amount of ground work was done involving accumulation of information on university recruiting, ascertaining department interest in specific requirements, preparing recruitment literature, and establishing rapport with the University Placement Officers through correspondence and pre-recruitment visits.

In advance of the on-campus interviews, arrangements were made with the placement offices for interviewing dates, facilities, schedules, advertising, and the posting of information on opportunities in the Ontario Government Service. Interviewing teams were composed of professional supervisors from the participating departments and Commission Recruiting Officers. Ten departments are expected to participate in the University Recruitment Program.

# Examinations Program

Towards the close of the preceding calendar year, the Civil Service Commission established the Examinations Branch as a specialized service to the recruitment function. It has become a necessary adjunct to recruiting and selection by testing applicants against predetermined qualifications standards and providing where required, because of the number of applicants, a ranking of their ability. By the use of objective testing techniques, it has been able to provide advice and recommendations useful to the Recruitment Branch in constructing eligible lists. However, the Examinations Branch has also assisted some operating departments at their request in the conduct of departmental promotional competitions.

The number of staff increased to five, during the year. When the Examinations Program was first begun, most of the tests used were obtained from recognized commercial sources. These tests were often of a general nature rather than being shaped to the specific recruiting situations in this Service.

The increase in staff made it possible to concentrate more on the construction of appropriate tests in the Branch itself.

In so doing, it was necessary to develop and collect test items and to subject the data obtained through use to various refined statistical analyses. A start was also made in the most important area of test validation. The Examinations Supervisor was able to obtain the co-operation of a number of employees who agreed to write various examinations as a part of the research that accompanies test development. The results obtained were very useful in doing analyses and validation studies.

Some of the more complex aspects of testing were dealt with when examinations were set up for the following categories of work:

- Welfare Field Worker 2
- Rehabilitation Officer 1, Department of Reform Institutions
- Citizenship Liaison Officer
- Citizenship Liaison Officer Trainee
- Personnel Officer 1
- Organization and Methods Officer 1
- Senior Immigration Officer
- Civil Service Commission Officer 2
- Human Rights Commission Officer
- Engineer's Assistant
- Survey Technician
- Accounts Clerk

Tests were used for about 40 other categories which ranged from junior entry positions to responsible executive and administrative jobs. They range from simple performance tests to rather comprehensive test batteries. Personality tests were not used.

Clerical Aptitude tests were given to stenographers and typists who passed these performance tests. These gave an assessment of their abilities in clerical





" . . . recruit qualified persons for the Civil Service . . ." (The Public Service Act). The Examinations section administers a typing test at Ryerson Institute of Technology.

areas which frequently constitute a major proportion of their work assignments. With this information, candidates and jobs could be more accurately matched and interviewing time shortened.

As a supplement to these activities, Examinations Officers began to set up a library of test items. By putting each test item on a card, it was possible to record, as often as the item was used, the experience with its level of difficulty, its discriminating value, etc. This library will be of continuing assistance to officers who construct examinations in the future.

Tests were used to help relocate some employees whose jobs for various reasons had disappeared. They took several tests so that any significant aptitudes could be identified. These aptitudes were then related to job vacancies and referrals were made.

Two rooms were reserved exclusively for administering examinations. At times these were not sufficient and large groups had to be examined in other offices. This presented some difficulty in scheduling examinations for competitions which attracted large numbers of applicants. Concurrent with the increased activities of the Recruitment Branch, it was necessary to test large groups of stenographers and typists. The Examinations Branch acknowledges the kindness of the Ryerson Institute of Technology which permitted the use of their facilities for group tests of students expecting to graduate from various Toronto schools.

In its first year of operations the Examinations Branch scheduled a total of 6,708 tests during the year for 4,867 candidates (certain competitions required that more than one test be taken). The greatest administrative load occurred in scheduling, giving and scoring tests in stenographic, typing and clerical areas. The greatest technical load occurred in other areas, however. Here the load consisted of studying job descriptions, compiling test batteries, constructing test items, and scoring keys, analysing test results, working with departmental officials and other subject-matter specialists. It is anticipated that next year much of this statistical analysis will be done by electronic data-processing equipment.

## **Classification Administration**

Classification activity during the year was maintained at an exceptionally high level as the concept of paying for the job rather than the person was emphasized. The Reclassification Program, by which some 18,000 jobs in the hospitals, institutions and office services classes were analysed and point-rated, was integrated with the continuing position classification of all other jobs in the Classified Service in a new Position Administration Branch under the direction of Mr. H. Copland.

Towards the close of the year, implementation of job analysis and point-rating of hospital services positions were finalized by completion of accompanying pay studies. In order to simplify administration and avoid excessive hair-splitting in job comparisons, it was decided to implement the findings of the program in classification terms using point-rating techniques to check and validate class levels. The results appear to provide a workable framework of classification with the correction of many previous inequities in the evaluation of borderline positions. During this phase of the program, Commission officials maintained continuous liaison

with officers of the Department of Health and The Civil Service Association in order to minimize the problems to be expected in installing a new system of evaluation. While time-consuming, this method of proceeding was mutually satisfactory and appreciated by all parties concerned.

Government Publications

Meanwhile, in the continuing position classification administration for the rest of the Service, there was an abnormally high volume of work. Over 7500 formal classification decisions were made during the year through issuing the Form CS60 and the Class Assignment Form. During this period, also, 129 new classifications were established; 66 were deleted from the schedule. In addition, 12 senior service categories were established and eight withdrawn.

The following is an itemized list of some of the more significant classification surveys which were undertaken:

A new Physician class series was established, completing work commenced in 1961.

Stationary engineering positions were covered by a revised class series.

Rehabilitation Officer class series was established for the Department of Reform Institutions.

Several classes related to the Fire Marshal's Office were either revised or established.

Several classes were established for positions at the new Ontario Police College.

New classes were established for inspectional and other positions in the Department of Energy Resources.

Vocational Teacher classes provided for the Ontario School for the Deaf and the Ontario School for the Blind.

Fisheries Assistant classes were established for Lands and Forests.

Two classes were established for positions in the Human Rights Commission.

Three instructor classes were established for the Forest Ranger School.

Construction Safety Officer classes were established for the Department of Labour.

Advisory Counsel class series was established for the Attorney General's Department.

Accommodation Officer classes were established for Public Works.

Other studies included the Solicitor and Counsel classes, Economist and Planner class series, 1401 Programmers, Personalty Valuers, Research Scientists, Photogrammetrists and Cartographers. Several new class series were pending at the end of December, 1962.

During this period 166 new class specifications were published, 38 existing specifications were reviewed and updated, and 65 class specifications were withdrawn.

The Grievance Procedure is a comparative indicator of the effectiveness of classification actions since it involves the Classification Officer directly in justifying or defending the allocations he has made. During the year 40 employees filed grievances with the Classification Rating Committee, resulting in 17 hearings. The Classification Officers representing the branch at the hearings, provided

technical data and interpretations relating to the positions under review. Disposition of the grievances was as follows:

Decisions for Grievors.....	2
Decisions against Grievors.....	34
Decisions deferred.....	3
Grievance withdrawn at hearing.....	1
	<hr/> 40

There was a considerable decline in desk audits partly because of the heavy commitment of staff to other classification activity and also because the new specification writing has resulted in better job data on which classification actions can be debated and resolved without excessive time being spent by the Classification Officer in visiting work areas. It is also an indication of an increasing awareness in departments that it is departmental management responsibility to provide accurate current position data for classification purposes.

## Pay Research

During the period January 1st to December 31st, 1962, 146 new classes were established and 155 salary changes were revised. 4,280 persons received increases which cost \$1,406,400.00.

The Pay Research Section conducted salary surveys and provided detailed reports to the Commission in the following areas:

### Ontario Provincial Police classes

This survey, which was started in 1961, was completed and salary ranges revised.

### Social Workers

Salary ranges for Social Workers were revised after a survey was conducted involving 15 outside agencies.

### Hospital Institution classes

An extensive survey involving 14 General Hospitals was carried out during the latter six months of 1962. The results of this survey were not final at the year's end.

Research was started on the survey of Reform Institution classes near the end of the year, but has not yet been completed.

In addition to the above surveys, revisions were made to the following occupational groups:

Personalty Valuators	Social Services
Public Relations	Welfare Administration
Administrative and Executive	Engineering and Architecture
College Security and Fire Prevention	Engineering Technical Services
Inspectors—Energy Resources	Research Scientists
Teaching and School Administration	Photographers and Photogrammetrists
Medical	Stationary Engineers

The Pay Research Section continued to participate in Salary Surveys being conducted by other organizations and the Federal Government during 1962.



# Training and Development

## SENIOR OFFICERS' CONFERENCE

Continuing a highly successful precedent established in 1961, a second Senior Officers' Conference, similar to but not identical with the Senior Officers' Conference that has been given by the Civil Service Commission of Canada annually since 1951, was given again. Planning for this project commenced in December 1961.

The Training and Development Services received much assistance from an able Advisory Committee. It consisted of:

Harold Bowen, Executive Secretary,  
Civil Service Association of Ontario.

D. P. Douglass, Deputy Minister,  
Department of Mines.

Professor W. E. Grasham,  
Department of Political Economy, University of Toronto.

T. R. Hilliard, Deputy Minister,  
Department of Energy Resources.

J. R. McCarthy, Superintendent of Curriculum and Text Books,  
Department of Education.

J. G. McMillen, Financial Comptroller,  
Department of Highways.

J. L. Mennill, Extension Officer, Timber Branch,  
Department of Lands and Forests.

G. E. Moore, Deputy Minister,  
Department of Travel and Publicity.

Dr. R. O. MacFarlane, Director of the Department of Public Administration, Carleton University and K. A. Cassac, Staff Development Officer, Department of Civil Service were appointed Co-Directors of the Conference. Three planning consultants, Dr. R. O. MacFarlane, Prof. Walter Thompson, Associate Dean of the School of Business Administration, University of Western Ontario and Prof. Craig Lundberg also of the School of Business Administration, University of Western Ontario assisted in planning the Conference.

The Conference, held from May 28th to June 15th at the Ontario Agricultural College, Guelph, considered the organization, purpose and function of government for six days, and governmental administration and emergent problems for nine days. More specifically, it sought to promote greater efficiency in Government by giving senior officers an opportunity to study and discuss—

- (1) the development of democratic government
- (2) the relationships and inter-action in government and its community
- (3) the principles and methods of government administration.



"Now let's define our terms precisely"—four for a discussion at the Senior Officer's Conference.



and afterwards coffee and stories.

Five Ontario colleges and universities—Carleton, Queen's, Toronto, Western Ontario and Royal Military College were represented among various session leaders. Other leaders were from the civil service, the press, the legal profession and consultant firms.

Twenty-one Ontario Civil Service Officers, as well as one nominee from the Municipality of Metropolitan Toronto, one from the Civil Service Commission of Canada and one from the Province of Manitoba attended.

### **SUPERVISORY TRAINING**

Two supervisory training courses were conducted for senior supervisors of the Department of Public Works. The first of these courses dealing with work, its organization and methods, was commenced in the autumn of 1961 and carried over into the current year. The second course given later in 1962 for the same group of senior supervisors dealt with the human relations aspect of management.

It is expected that the officers attending these courses will influence the planning of similar programs for supervisors at other levels in the Department.

The Branch has also been active in consulting with and advising other departments in developing courses of the same type.

### **MIDDLE MANAGEMENT GROUPS**

In November a second program of special interest to Personnel and Administrative Officers was conducted at the Ontario Fire College in Gravenhurst. The course which dealt with communications in theory and practice was entitled "Inter-personal Relations and Personnel Management". It lasted for five days. It was conducted by Professor Ralph W. Dent of the O. A. C. and his two associates, Prof. G. L. Warlow and W. R. Mitchell of the Department of Agriculture. Approximately 30 Personnel Officers, Administrative Officers and other senior Government personnel attended.

The Branch also continued to sponsor the Certificate Course in Public Administration at the University of Toronto. At the spring term in 1962, 50 conferees attended and in 1962-63 term 42 conferees were registered. This course is produced in co-operation with the Extension Department of the University of Toronto. At its conclusion, the Commission will grant a certificate to civil servants who complete the course successfully. The course is designed to give the Civil Service administrator a fuller comprehension of his role and its relationship to democratic government and our economy.

The Branch has also co-operated with the Ryerson Institute of Technology which is sponsoring a three-year course in Public Administration. In all, 25 civil servants have arranged to attend.

### **SPECIAL TRAINING COURSES ATTENDED BY COMMISSION PERSONNEL**

During the year 9 Commission Officers attended special training seminars on subject matter dealing with recruitment, psychological tests, office management, personnel inventories and related subjects. The training and Development Branch also publicized the Seminar Workshop on Programmed Learning offered at O. A. C. Guelph during the period July 30 to August 10, 1962. It was designed for those concerned with education at the academic or industrial training level. The workshop was designed to initiate the training of program writers and to produce the beginnings of programs for Canadian needs. Seven civil servants from Ontario attended this course.

## **DEVELOPING LITERATURE FOR STUDY**

In October 1962 the Branch published a series of five booklets on "Self Development Opportunities". The information contained in these was obtained directly from the various educational institutions throughout the Province of Ontario. They provide information for personnel and line officers regarding night courses, correspondence courses, summer courses, extension courses, etc. offered by public educational institutions in Ontario.

A pamphlet entitled "Here's How—But—" was prepared for distribution to civil service employees. Its purpose was to stimulate interest in improvement of qualifications and preparation for additional responsibilities. About 26,000 pamphlets were distributed.

## **LIBRARY**

The Civil Service Commission Library which was designed to provide specialized literature of importance to Commission executives and Personnel Officers as well as materials for participants in training courses, was augmented by the acquiring of 171 books and 208 miscellaneous booklets and pamphlets. In addition, 273 books were purchased for the use, on loan, of members of the certificate course in Public Administration at the University of Toronto. The library subscribed to 8 new periodicals and ordered 261 reprints of case studies for the Senior Officers' Conference at Guelph.

# **Administrative Services**

At the commencement of this fiscal year, the Operations and Establishments Branch was reorganized under the direction of Mr. A. Hemmingway, formerly of the Classification Division of the Civil Service Commission.

## **DATA PROCESSING SECTION**

The activities of the Data Processing Section were studied by representatives of the Department of Highways and it was subsequently reorganized, with Mr. N. Crowe being appointed Supervisor.

Several alterations to methods, programming, and arrangement of equipment were introduced to constitute a well organized and efficient Data Processing Section. Additional studies were conducted with a view to incorporating further statistical information regarding position administration, wage and salary research, classification data, educational and work history data, into the I.B.M. installation.

## **OFFICE SERVICES SECTION**

A competition was held for an Accountant in the Office Services Section; Mr. H. Huyck was the successful candidate. Upon transfer from the Department of Education, he proceeded with the reorganization of the accounting procedures and practices in the Department of Civil Service.

## **NOMINATIONS PROCESSING SECTION**

A competition was held to procure Group Supervisors for the Nominations Processing Section; Messrs. S. Edwards and A. Thompson were the successful candidates. Refinements were introduced to expedite the processing of nominations, thereby ensuring fast and efficient production of certificates for all departments of the Ontario Civil Service.





The latest in data processing equipment, an IBM Sorter prepares a special staff list.

## **RECORDS SECTION**

Mrs. K. Mitchell was appointed Supervisor in charge of the Records Section, consisting of position inventory, personnel records, birth certificate verification and the distribution of Commission certificates.

## **PROCEDURAL CHANGES**

The most significant change in regard to certification procedures was the delegation of authority by the Civil Service Commission to Deputy Ministers regarding semi-annual, annual and multiple merit increases. Each department now submits, under the authority of the Deputy Minister, all merit increases direct to Payroll, Treasury and Provincial Auditor. These transactions are checked and verified by the Administrative Services Branch of the Department of Civil Service. This change eliminated a considerable amount of work in the certification of these increases, thereby allowing the Data Processing Section to concentrate more of its effort in the statistical fields.

The procedures for the determination of anniversary dates were improved. During the course of the past year the system proved effective in distributing the workload both in this office and in the departments more evenly throughout the full period of the year.

The Branch also continued to study the possibility of further delegation of responsibility for personnel records to the operating departments to reduce duplication. This would simplify the maintenance of personnel data in the central records section of the Department of Civil Service and would ultimately require the Data Processing Section to maintain sufficient records for audit purposes only.

During the year, considerable assistance and service was required of this Branch in the implementation of the Reclassification Program. This entailed updating the position inventory, tabulating positions by classes for pay research, and providing data on existing classification and salary rates to be integrated with revised position allocations under job evaluation. This was necessary to project the costs implicit on installation of the new point-rating system and to issue the required certificates for some 18,000 employees affected by it.

# **Credits and Perquisites Administration**

## **ATTENDANCE CREDITS**

A total of \$856,230 was paid in attendance credit gratuities during the calendar year 1962 to 956 employees who were eligible to receive this benefit for regular attendance at time of separation. In 1961, \$741,172 was paid to 726 employees. The average payment to individuals was \$895 compared to \$1020 in 1961.

Approximately 25 per cent of employees who separated were eligible for payment of gratuity under the system of attendance credits and gratuities which provides cash payments at time of separation.

## **PERQUISITE CHARGES**

In accordance with the Public Service Act, rentals were set on 18 new units of accommodation and revised on 5 units. Acquisition of 18 new self-contained

units and relinquishing of 5 units increased the number of occupied self-contained units with approved rentals from 1070 to 1088.

Payroll deductions for all types of perquisites for the calendar year 1962 totalled \$1,048,234.19. These included living accommodation, maintenance services, furnishings, meals and laundry.

Following a survey and review of living accommodation a report on the value of living accommodation was made to the Commission and the Treasury Board. The purpose was to adjust rentals for the first time in 10 years to market levels subject to discounts based upon conditions of occupancy. The recommendation in the report that a new method of establishing rental charges for living accommodation be implemented was approved by the Commission, the Treasury Board and the Deputy Minister's Council. Adjustment of present rental charges will be effective April 1st, 1963.

## **Appeals Procedure**

The Appeals Procedure is fully covered in Part V of O. Reg. 190/62 made under the new Public Service Act 1961-62.

The Appeals Procedure is divided into two parts. One part provides for appeals to the Public Service Grievance Board to arbitrate grievances in respect of terms of employment, working conditions or discharge. The other covers appeals against classification. The latter are received by the Chairman of the Civil Service Commission who directs them to the Classification Rating Committee to be heard.

In late 1962 the Appeals Procedure was made available to the Ontario Water Resources Commission with the Grievance Board sitting as a Board of Arbitration for grievances processed under the regulations of that Commission. No appeals were heard by the Grievance Board or the Classification Rating Committee for the O.W.R.C. during the year under review.

### **GRIEVANCE BOARD**

The following members of the Grievance Board continued to act for 1962; Professor Ralph Presgrave, University of Toronto, continued as Chairman of the Board. Vice-Chairman was Mrs. Dorothy A. Homuth, Supervisor of Women's Employment for The T. Eaton Company Limited. Members were:

E. H. Silk, Q.C., Assistant Deputy Attorney-General

G. H. Spence, Assistant Provincial Auditor

G. H. U. Bayly, Assistant Deputy Minister,  
Department of Lands and Forests.

During the year the Grievance Board held 62 hearings to dispose of a like number of grievances. Hearings are usually held in Toronto, but from time to time circumstances make it necessary for the Board to travel outside Toronto to hold hearings. During 1962 hearings were held in London, Burwash and Orillia.



# Advisory Councils

Part IV of O. Reg. 190/62, made under the new Public Service Act 1961-62, continues the Council system, comprising the Joint Advisory Council, Departmental and Branch Councils.

Pursuant to the regulations, the Joint Advisory Council re-established Departmental Councils in all 20 Departments. Branch Councils increased from 94 in the previous year to a new high of 96. These were established in the following Departments:

Health.....	17
Highways.....	28
Lands and Forests.....	25
Provincial Secretary and Citizenship .....	1
Reform Institutions.....	25

The membership of the Joint Advisory Council for 1962 was:

Mr. J. B. Metzler, Deputy Minister, Department of Labour (Chairman)

Mr. W. M. McIntyre, Secretary of The Cabinet

Mr. W. J. Fulton, Deputy Minister, Department of Highways

Mr. D. P. Douglass, Deputy Minister, Department of Mines

Mr. H. J. Mace, President, The Civil Service Association of Ontario

Mr. N. C. Franks

Mr. G. K. Garbig

The Treasurer of Ontario, and The Chairman of the Civil Service Commission, also sat with the Joint Advisory Council in a consultative and advisory capacity.

On February 23rd, 1962, the Joint Advisory Council convened a meeting of representatives of the Departmental Councils. This was the first such meeting to be held since the new constitution of Departmental Councils had been established. In addition to the members of the J.A.C. and the 39 representatives, the meeting was attended by The Treasurer of Ontario, the Chairman of the Civil Service Commission, and a Civil Service Commissioner.

During the course of the year the Government received, from the Civil Service Association and the Civil Service Commission, a number of proposals in respect of certain changes in the structure of the Joint Advisory Council. These were designed to improve the effectiveness of the Council system.

Meetings of the Joint Advisory Council were suspended from July on to provide an opportunity to study the proposed changes. Unfortunately, due to the pressure of other matters before the Government, it was not possible to implement the recommendations during 1962. It is anticipated that the Government will make an announcement of the revised structure of the Joint Advisory Council early next year.

It is with deep regret that we have to record the death of Mr. W. J. Fulton on August 18th, 1962. Mr. Fulton had been a member of the Joint Advisory Council since October 1st, 1959, and had served Ontario for 41 years.

**TABLE 1—PERCENTAGE DISTRIBUTION OF SEPARATIONS  
BY AGE AND SERVICE, 1962**

**By Age Group**

Under 21 years.....	10.2%
21—31.....	37.1
31—41.....	20.2
41—51.....	13.1
51—61.....	7.5
61 and over.....	11.9
<b>TOTAL.....</b>	<b>100.0%</b>

**Quartiles**

25% were	24.5 years of age or less
50% were	32.1 years of age or less
75% were	46.1 years of age or less

**By Years of Service**

4 years or less.....	62.4%
3 years or less.....	53.8
2 years or less.....	41.8
1 year or less.....	17.1

TABLE 2—CIVIL SERVICE ENROLMENT, JANUARY 1, 1962-DECEMBER 31, 1962

	Total Staff December 31 /61	Appointments	Separations	Transfers		Total Staff, December 31 /62
				In	Out	
Agriculture.....	1,766	187	180	5	7	1,771
Attorney General.....	966	169	115	35	11	1,044
Provincial Police.....	2,255	297	127	6	6	2,425
Civil Service Commission.....	76	36	15	13	5	105
Commerce and Development.....	113	.....	2	.....	111	.....
Economics and Development.....	183	50	36	42	22	217
Education.....	1,605	321	163	8	5	1,766
Energy Resources.....	83	10	13	5	4	81
Health.....	932	181	120	3	7	989
Hospitals.....	10,553	2,000	1,526	98	92	11,033
Highways.....	5,792	1,045	406	9	17	6,423
Insurance.....	66	7	6	.....	1	66
Labour.....	394	77	44	7	6	428
Lands and Forests.....	2,483	139	150	57	11	2,518
Lieutenant-Governor.....	2	1	1	.....	.....	2
Mines.....	211	29	16	5	.....	229
Municipal Affairs.....	240	42	33	7	3	253
Prime Minister.....	18	1	.....	4	3	20
Provincial Auditor.....	70	11	8	.....	.....	73
Provincial Secretary and Citizenship.....	389	49	53	7	6	386
Public Welfare.....	537	107	59	2	11	576
Public Works.....	1,485	111	123	3	15	1,461
Reform Institutions.....	131	25	12	.....	2	142
Reformatories.....	1,792	215	147	43	19	1,884
District Jails.....	205	20	13	.....	4	208
Transport.....	875	157	105	11	6	932
Travel and Publicity.....	156	18	18	2	2	156
Treasury.....	1,221	289	234	17	13	1,280
<b>TOTAL.....</b>	<b>34,599</b>	<b>5,594</b>	<b>3,725</b>	<b>389</b>	<b>389</b>	<b>36,468</b>

**TABLE 3—PER CAPITA MONTHLY ABSENCE DUE TO ILLNESS  
FOR THE CALENDAR YEARS 1958-62**

<b>Departments</b>	<b>1958</b>	<b>1959</b>	<b>1960</b>	<b>1961</b>	<b>1962</b>
Agriculture.....	.55	.42	.35	.36	.44
Attorney-General.....	.58	.50	.50	.53	.59
Provincial Police.....	.25	.28	.43	.42	.49
Civil Service.....	—	—	—	—	.56
*Commerce and Development.....	.56	.62	.63	.67	—
Economics.....	.60	.69	.77	.97	—
**Economics and Development.....	—	—	—	—	.77
Education.....	.42	.41	.40	.37	.38
Energy Resources.....	—	.43	.30	.42	.59
Health.....	.67	.56	.63	.56	.60
Hospitals.....	.69	.71	.74	.74	.82
Highways.....	.66	.66	.69	.70	.69
Insurance.....	.63	.58	.57	.52	.49
Labour.....	.78	.88	.87	.77	.88
Lands and Forests.....	.43	.47	.47	.43	.48
Mines.....	.59	.55	.56	.51	.67
Municipal Affairs.....	.53	.69	.61	.75	.87
Prime Minister.....	.40	.54	.72	.60	.25
Provincial Auditor.....	.75	.96	.54	.64	.52
Provincial Secretary and Citizenship....	.81	.90	.91	.87	.95
Public Welfare.....	.67	.70	.65	.62	.62
Public Works.....	.73	.79	.78	.83	.88
Reform Institutions (inside).....	.60	.79	.76	.90	.63
Reformatories and Jails.....	.38	.51	.50	.47	.55
Transport.....	.80	.82	.78	.81	.74
Travel and Publicity.....	.74	.80	.86	.76	.93
Treasury.....	.78	.78	.79	.79	.78
Entire Service.....	.59	.61	.63	.63	.68

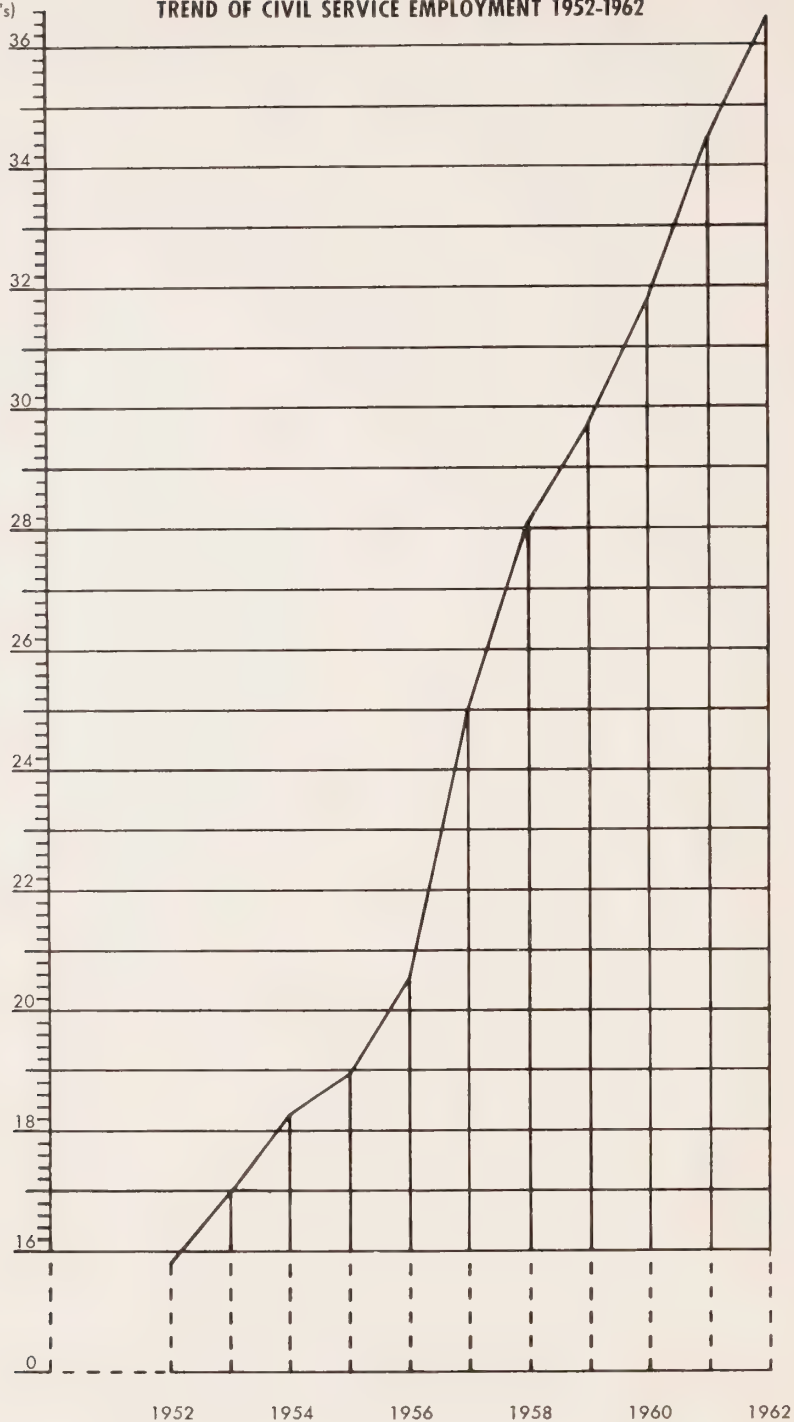
\*Prior to January 27, 1961, the Department of Commerce and Development was known as the Department of Planning and Development.

\*\*On December 15, 1961, the Department of Economics and the Department of Commerce and Development amalgamated to form the Department of Economics and Development.

# CHART 1

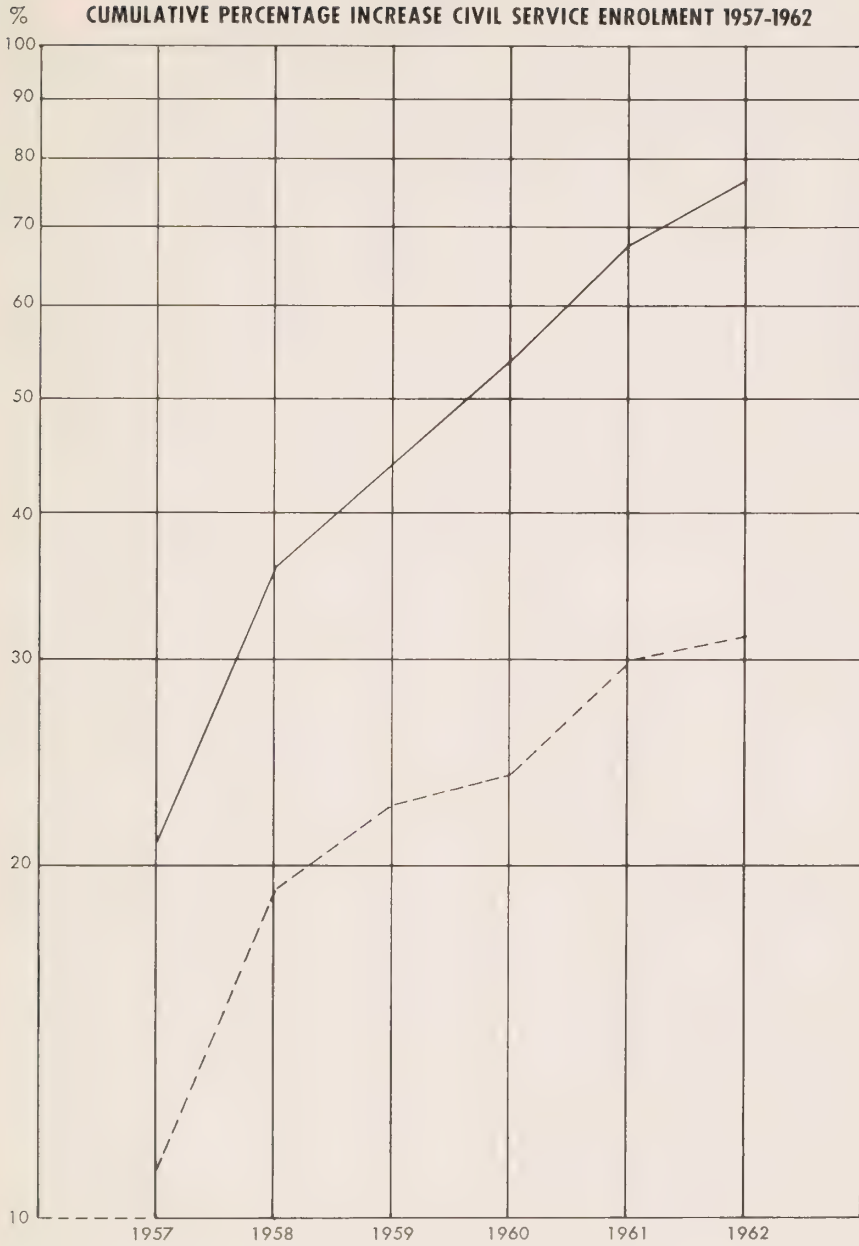
## TREND OF CIVIL SERVICE EMPLOYMENT 1952-1962

employees  
(in 1000's)



# CHART 2

## CUMULATIVE PERCENTAGE INCREASE CIVIL SERVICE ENROLMENT 1957-1962

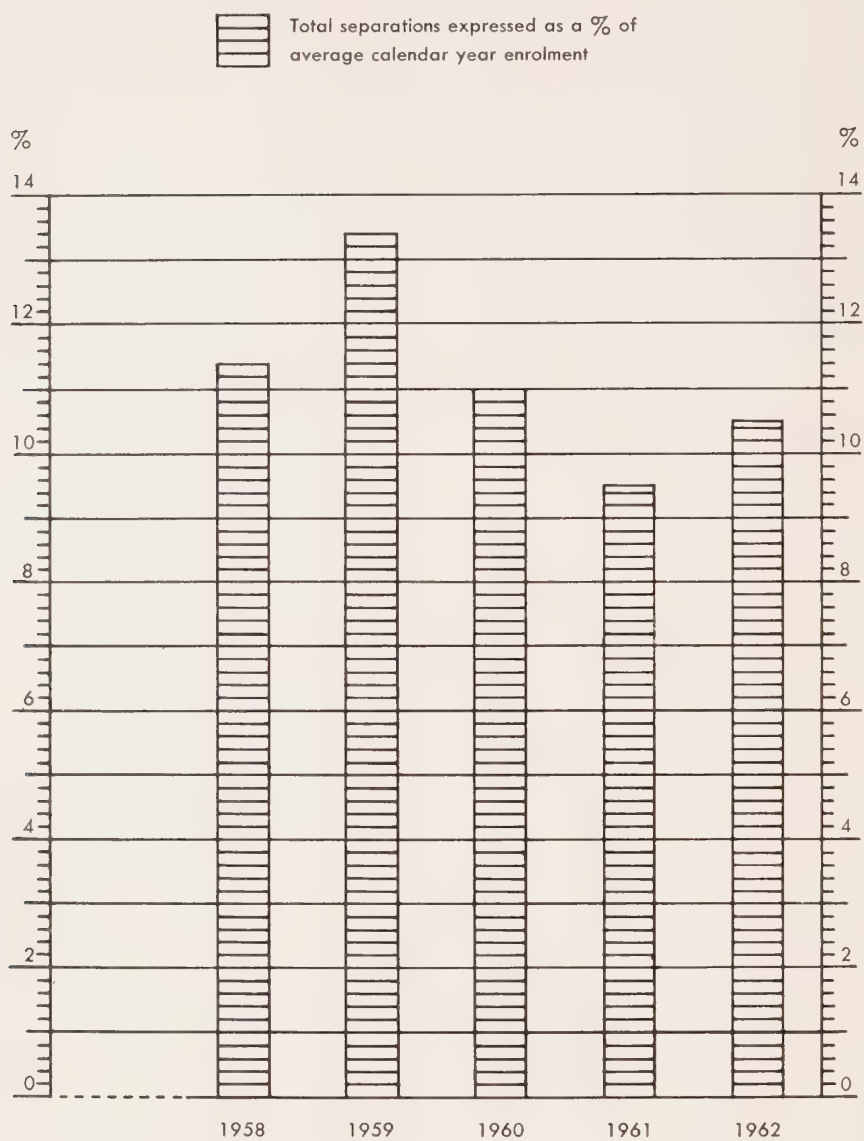


% increase in civil service enrolment.

% increase in civil service enrolment excluding transfers from continuous casual staff to regular staff.

The December 31, 1956 enrolment of 20,632 was used as base.

**CHART 3—PERCENTAGE STAFF TURNOVER 1958-1962**





**CHART 4—PERCENTAGE DISTRIBUTION OF STAFF BY YEARS OF SERVICE  
AS OF DECEMBER 31, 1962**

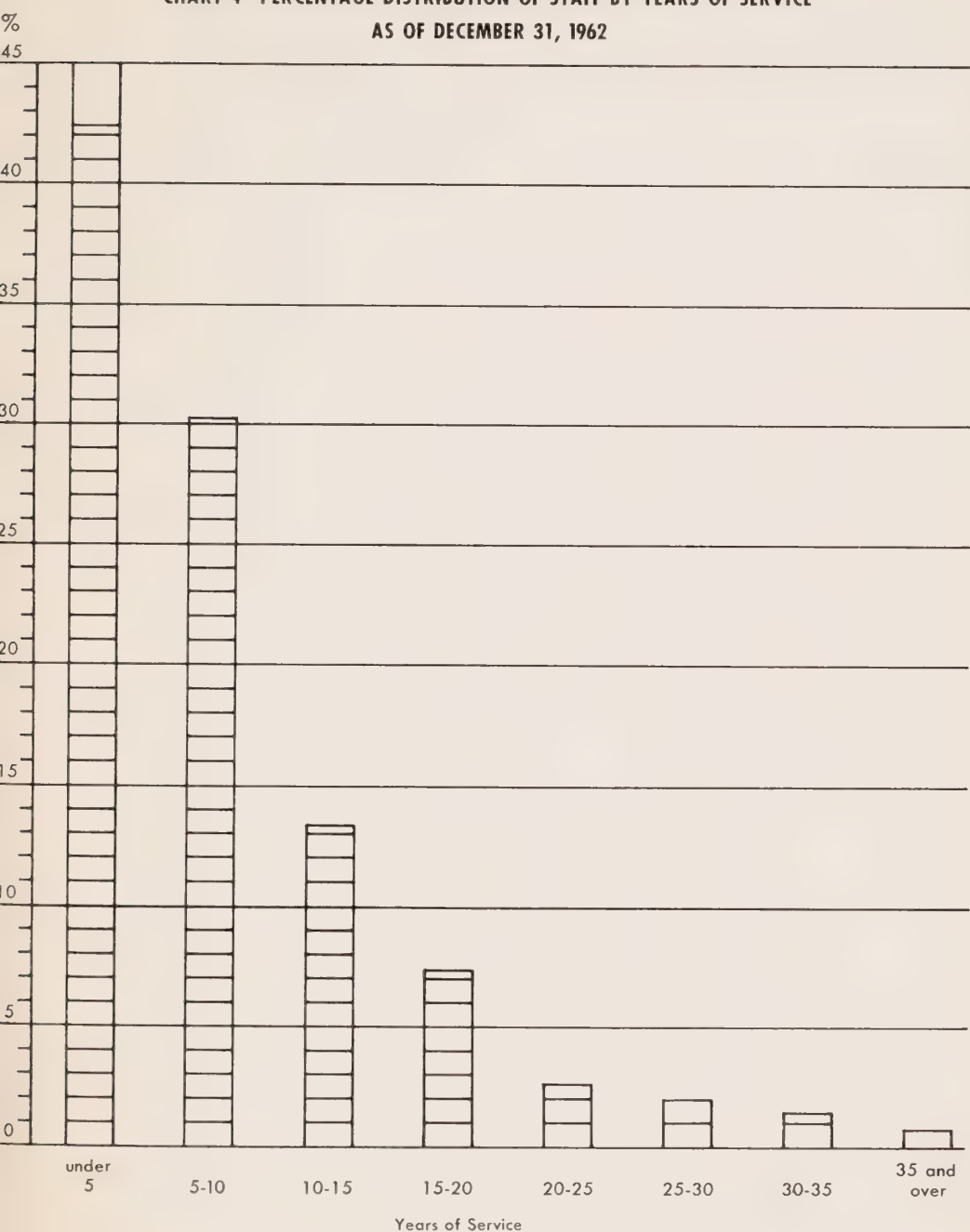
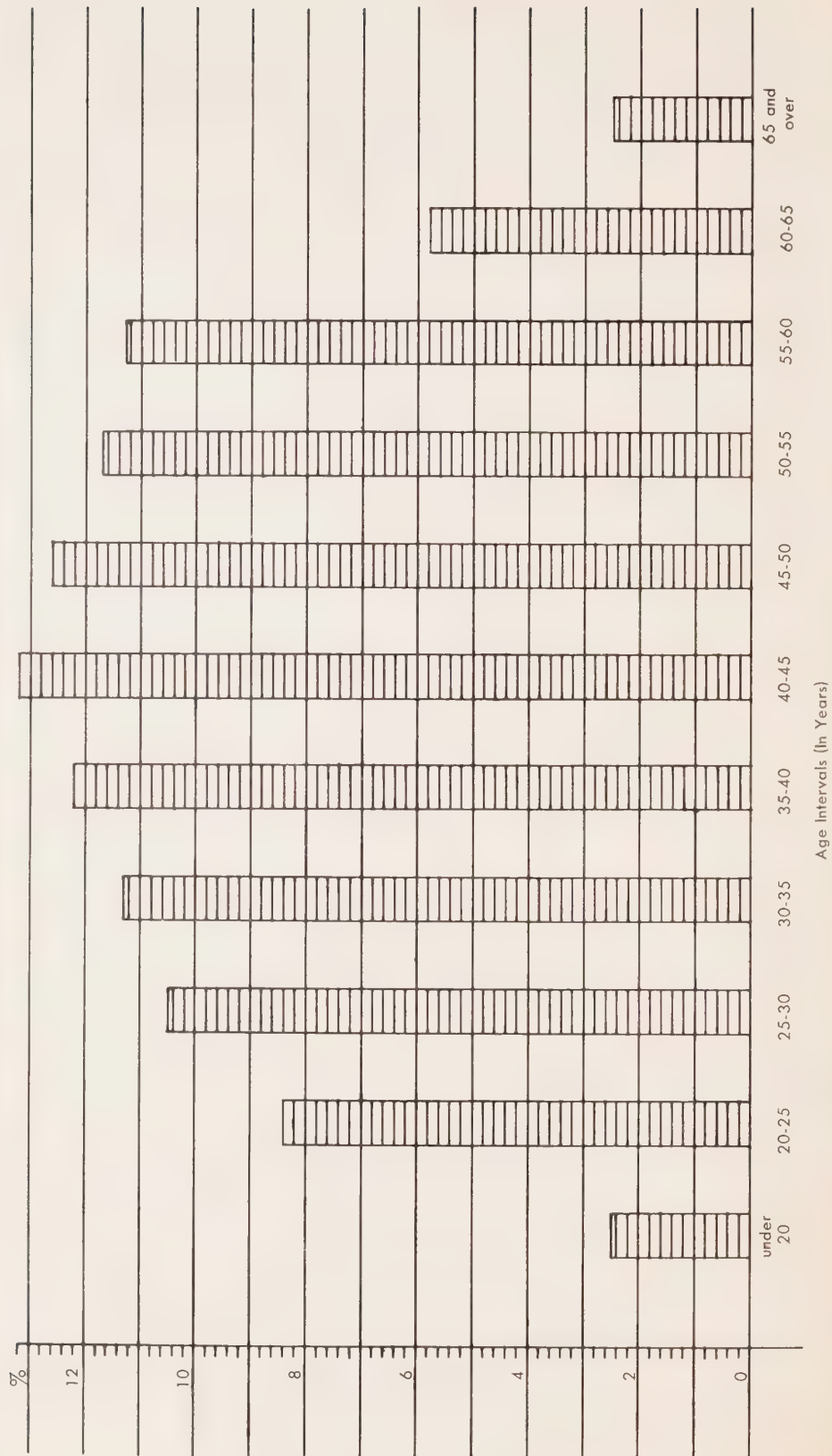
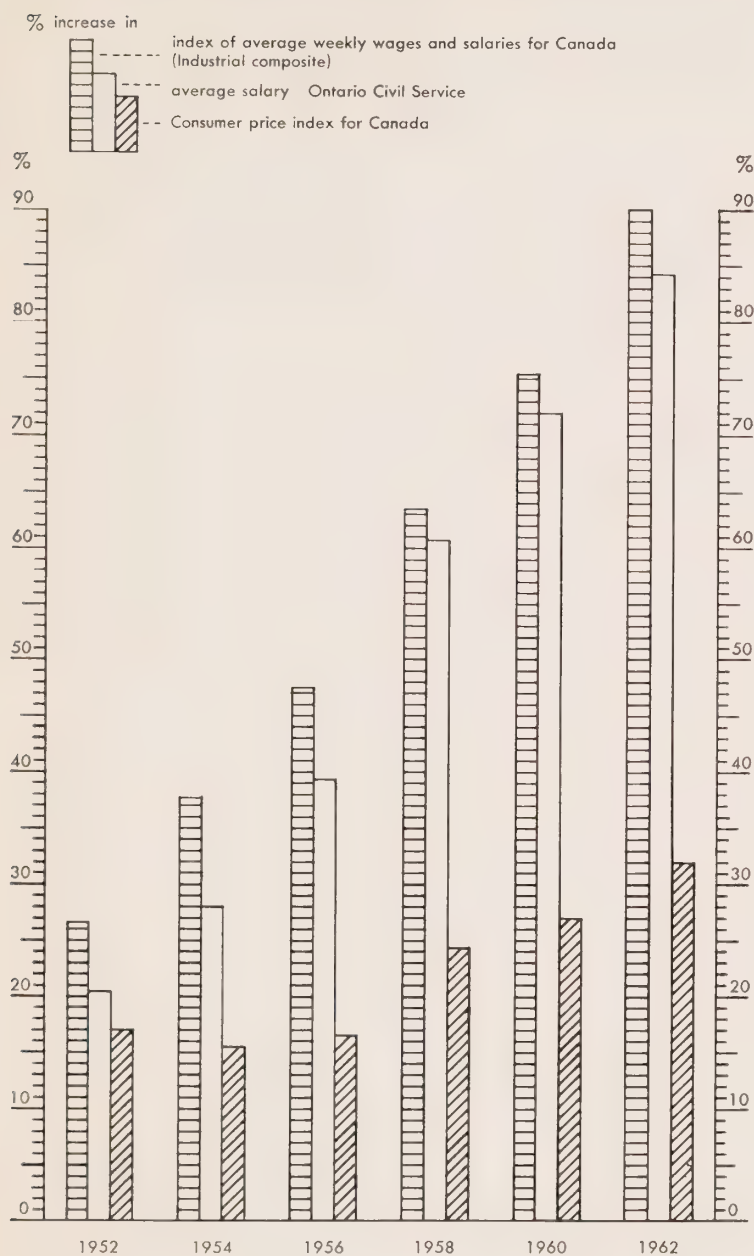


CHART 5—PERCENTAGE DISTRIBUTION OF STAFF—DECEMBER 31, 1962, BY AGE GROUPS



**CHART 6—PERCENTAGE INCREASE IN AVERAGE SALARY IN  
THE ONTARIO CIVIL SERVICE 1952-1962**



Comparison—% increase in average salary in the Ontario Civil Service with % increases in the index of average weekly wages and salaries for Canada (Industrial Composite) and the Consumer Price Index (1949=100). Source: Dominion Bureau of Statistics, Employment and Payrolls, Prices and Price Indexes.













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CS  
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963

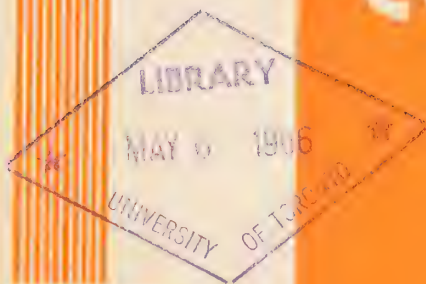


**Ontario**  
///

# ANNUAL REPORT

*of the*

# CIVIL SERVICE COMMISSION



**1963**





REPORT  
of the  
CIVIL SERVICE  
COMMISSION

1963

PRINTED BY ORDER OF  
THE LEGISLATIVE ASSEMBLY OF ONTARIO  
SESSIONAL PAPER NO. 35





The Honourable James N. Allan, LL.D.  
Treasurer of Ontario



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To: The Honourable W. Earl Rowe, P.C. (C)  
Lieutenant-Governor of the Province of Ontario.

MAY IT PLEASE YOUR HONOUR:

The undersigned has the honour to transmit the Annual  
Report of the Civil Service Commission of Ontario for the year  
ending December 31, 1963.

Respectfully submitted,

A handwritten signature in cursive script, reading "James Allan". The signature is written in dark ink and is positioned above the printed name and title.

James Allan

Treasurer of Ontario

Toronto, March 26, 1964.



## Foreword

The Honourable James N. Allan, LL.D.,  
Treasurer of Ontario.

SIR:

I have the honour to present to you the Annual Report of the Civil Service Commission and the Department of Civil Service for the year ending December 31st, 1963. This report is presented pursuant to Section 4(g) of The Public Service Act.

The Civil Service Commission as the central personnel agency has as its main responsibility the administration of the Act and the Regulations and endeavours in every possible way to strengthen personnel administration in the provincial service. This involves the development of standards for the recruiting of qualified persons for vacancies, appointing and assigning those persons most suited to the requirements of vacant positions in departments. In order to attract such persons to the Service and to retain talented and skilled public servants presently employed, we must maintain attractive conditions of employment. Consequently, a planned review of classifications and salaries continued with revisions to many occupational groups. Terms of employment are also adjusted to make the Service competitive.

I am pleased to report that the deputy ministers of the departments have accepted and ably discharged the responsibilities assigned to each of them by the Public Service Act. This refers particularly to the selection of qualified persons to staff departments and to the establishment of good personnel practices and procedures. In most departments a Director of Personnel has been appointed. As staff officers, they are directly responsible to their deputy ministers for personnel management in their departments. The appointment of qualified departmental personnel directors has greatly assisted the Department of Civil Service in fulfilling its responsibilities under the Act and applying the policies established by the Commission.

In 1963, the Ontario Legislature amended the Public Service Act by adding two important sections. Each of these marks a milestone in the history of the Ontario Public Service. Sections 9a to 9f contain permissive authority for municipal candidacy and political activity by a crown employee. Senior public servants are excluded from these provisions by a schedule in the regulations. Such exclusion continues the impartiality of the administrative civil service, which is essential in our form of responsible government.



The second major amendment, Sections 19a and 19b established machinery for the collective negotiation of matters respecting employment in the Public Service. Management and employee-association representatives jointly consider matters respecting working conditions and terms of employment placed on the agenda by one of the members of the new Ontario Joint Council. Decisions are referred to the appropriate authority for implementation, and the Civil Service Commission is usually directly involved in ensuring that the decision is effected.

Should the Council fail to reach agreement, the subject will be referred by the Chairman to a Civil Service Arbitration Board appointed by the Lieutenant-Governor-in-Council under Section 19b. The Chairman and members of this Arbitration Board would be persons from outside the Ontario Public Service, qualified to give an impartial judgement. As the non-voting Chairman of the Ontario Joint Council, I am pleased to report that the Council began its work immediately after the passage of the legislation in 1963 and has met regularly since that time to determine many important matters respecting the Service. Goodwill and understanding are essential to achieve the objectives of the Council and I am certain that this approach to collective negotiation will become an important administrative institution of the Province.

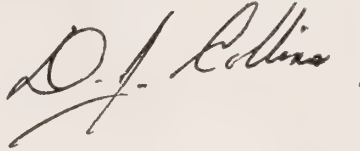
The Civil Service Commissioners would like to acknowledge the fine work of the staff of the Department of Civil Service in each of its branches under the able leadership of the Executive Director, J. S. Stephen. The report describes in detail the accomplishments of the past year in each of the branches of the Department. The statistics illustrate the increased demands placed upon the members of the personnel staff, both in the central agency and in the departments.

The Commission believes great progress can be made in the year ahead to simplify some of the forms and procedures used in personnel administration. The need for information continues but improved personnel management practices require less detailed reporting. Audit procedures will be employed to effect decentralized authority for decision making. Personnel Council has stimulated new interest and activity by members of that body. Membership of the Council includes personnel directors in all Government departments. Although they now meet on a four-times-a-year basis, special committees meet continually on specific subjects concerning personnel administration with a much broader membership. Committees are empowered to add specialists and other qualified persons who may assist them in their special studies. Such persons may come from Government departments, universities or from the general public. The Commission would like to acknowledge the Council's continued contribution of excellent advice and assistance over the past year.

The Grievance Procedure continues to provide employees with an opportunity to present real or fancied complaints to their supervisors concerning working conditions, classification, dismissal, and terms of employment. If the grievor fails to reach a settlement within the department he may appeal to the Public Service Grievance Board or the Classification Rating Committee for arbitration of the dispute. The procedure has proven to be most valuable in strengthening administrative procedures and in ensuring fair and equitable treatment for Public Servants. The great majority of grievances are settled within the department, a reasonable estimate would be 86%.

The Deputy Ministers' Council has continued to be active in giving consideration to personnel matters of concern to the Civil Service Commission and the advice and assistance of the deputies has been most helpful. The Commission would like to acknowledge the excellent co-operation it received from all administrative agencies, including outside Boards and Commissions. In particular the Secretariat of the Treasury Board including the Organization and Methods Services has worked in close co-operation with Department officers which makes it easier to carry the responsibility of administering the Act.

I am, very respectfully,

A handwritten signature in dark ink, appearing to read "D. J. Collins", followed by a period. The signature is fluid and cursive.

Chairman, Civil Service Commission.

March 25, 1964.



TYPICAL MEETING OF CIVIL SERVICE COMMISSION

C. E. Brannan, Commissioner  
H. F. Goss, Secretary  
J. K. Owens, Assistant Secretary

D. J. Collins, Chairman

A. E. Stacey, Commissioner  
J. S. Stephen, Executive Director  
Mrs. E. J. Etchen, Supervisor Pay Research

# DIRECTORY

as of December 31, 1963

THE MINISTER TO WHOM THE COMMISSION REPORTS

..TREASURER OF ONTARIO,  
HONOURABLE JAMES N. ALLAN, LL.D.

CHAIRMAN  
COMMISSIONER  
COMMISSIONER  
SECRETARY.....  
ASSISTANT SECRETARY

## CIVIL SERVICE COMMISSION

D. J. COLLINS  
A. E. STACEY  
C. E. BRANNAN  
H. F. GOSS  
J. K. OWENS

## DEPARTMENT OF CIVIL SERVICE

DEPUTY MINISTER  
EXECUTIVE DIRECTOR  
DIRECTOR, POSITION ADMINISTRATION....  
DIRECTOR, ADMINISTRATIVE SERVICES.....  
DIRECTOR, RECRUITMENT AND EXAMINATIONS  
DIRECTOR, TRAINING AND DEVELOPMENT.....  
DIRECTOR, PROGRAMS AND STANDARDS  
SUPERVISOR, PAY RESEARCH  
SUPERVISOR, EXAMINATIONS.  
SUPERVISOR, CLASSIFICATION  
SUPERVISOR, PLANNING AND AUDIT

D. J. COLLINS  
J. S. STEPHEN  
H. COPLAND  
A. HEMMINGWAY  
A. S. CLARK  
S. DAVIDOVICH  
R. V. METCALFE  
MRS. E. J. ETCHEN  
H. R. CROCKETT  
K. W. SKELTON  
R. OSS

## THE PUBLIC SERVICE GRIEVANCE BOARD

PROFESSOR R. PRESGRAVE  
MRS. D. A. HOMUTH  
D. A. CROSBIE  
T. R. HILLIARD  
J. P. CULLITON

## CLASSIFICATION RATING COMMITTEE

PROFESSOR J. A. SARJEANT  
J. A. BRIDGES  
J. P. CULLITON

CHAIRMAN  
VICE-CHAIRMAN  
MEMBERS  
  
SECRETARY

CHAIRMAN  
\*MEMBER  
SECRETARY

\*In addition to the permanent member, a third member is named by the Chairman of the Civil Service Commission for each grievance from the ranks of the Personnel Directors.





PERSONNEL COUNCIL  
D. N. Fosbury, Chairman 1963-64

# Characteristics of The Civil Service

## GROWTH OF THE SERVICE

The total enrolment of the Service showed a continued upward trend during 1963 with a net increase of 3.2%. There were 39,970 on civil service staff on December 31, 1963, an increase of 3,502 over the 36,468 reported at the end of the previous calendar year. The increase for the previous year was 1,869.

As usual, the major proportion of the increase was because of the transfer of casuals to civil service staff. In 1963 a total of 2,341 were transferred as compared with 1,262 in 1962, and this resulted from determined attempts to clear up a long standing problem in employee relations. Over 1500 employees transferred from the casual staff in the Department of Highways. In addition, there were over 400 transferred in the Ontario Hospitals and almost 200 in the Department of Public Works.

The net increase in staff which is the more significant indicator of the growth of the Service was also almost doubled, rising from 607 in 1962 to 1,161 in 1963. It is interesting to note that the net increase of 1,164 in 1961 was almost identical. Actually, the net increase in 1963 was confined largely to three Departments: Attorney General (507), Education (155) and Health (384). These increases were explained by substantial increases in the Ontario Provincial Police and by the staffing of new Trades Schools and Ontario Hospitals. Conversely, nine Departments showed decreases in total staff exclusive of casual transfers.

Expressed in percentages of total enrolment, the gross increase for 1963 was 9.6% as compared with 5.4% in 1962. The net increase for 1963 was 3.2% as compared with 1.8% in 1962. There was again a slight increase in the proportion of male staff since the last report. The 26,950 males represented 67.4% and the 13,020 females, 32.6%. The 1962 proportions were 66.8% males and 33.2% females.

## TURNOVER RATES

In 1963 there was a slight rise in the rate of separation for all reasons (including retirement). Expressed as a percentage the 1963 figure was 11.0% as compared with 10.5% in 1962. This was lower, however, than any figure reported between the years 1945-1960 inclusive.

Percentage turnover on the Probationary staff remained constant, (i.e.) 29.6% in 1963 as compared with 29.7 in 1962. On the Regular staff, however, it increased from 6.6% in 1962 to 7.4% in 1963. Turnover in female staff dropped slightly from 16.6% in 1962 to 16.2% in 1963. But turnover in male staff which had been 6.7% in 1961 and 7.2% in 1962 rose to 8.5 in 1963.

The rising percentages of turnover in the Regular staff and among male employees caused some concern. It supported the policies of regular review of working conditions and the maintenance of adequate salary levels so that a high level of staff morale would continue and turnover would be held to a reasonable level.

## KINDS OF SEPARATION

	1963	1962
Resignation.....	3,325	3,029
Discharge.....	258	217
Superannuation.....	291	228
Retirement.....	152	108
Death .....	185	143
TOTAL .....	4,211	3,725

## REASONS FOR SEPARATION

Currently available information on the causes of turnover was obtained from the separation forms filed by departments for every employee going off strength. Of particular interest were the voluntary separations as opposed to those required by statute or initiated for cause by departmental management.

The usual reasons given for voluntary separation were 1. better pay, 2. home responsibilities and 3. moving from the community. These reasons were given in 1963 by 53.1 per cent of total separations, 42.7 per cent of the males, 64.2 per cent of the females and 74.9 per cent of the married females. The corresponding figures for 1962 were 53.2 per cent, 42.0 per cent, 62.5 per cent and 72.1 per cent, respectively. The pattern was thus relatively unchanged from previous reports.

## EMPLOYEE ABSENCE DUE TO ILLNESS

The average loss of time through illness reported for 1963 was 0.69 days per month per employee as compared with 0.68 days in 1962. Annually this represented a time loss per employee of 8.28 days as compared with 8.16 days in 1962.

During the past 6 years, the comparative average monthly figures were as follows:

1958:	0.59 days	1961:	0.63 days
1959:	0.61 days	1962:	0.68 days
1960:	0.63 days	1963:	0.69 days

Table 3 in the Appendix gives further detail by departments.

## CIVIL SERVICE HEALTH CENTRES

Seven Civil Service Health Centres which operates on a full-time basis reported a total of 50,487 visits during 1963. Five part-time units reported a total of 9,953 visits, for an overall total of 60,440 visits. This reflects a slight decline from the figure of 60,804 for 1962 in spite of the substantial increase in Civil Service enrolment. The purpose of the Health Service Centres, which were first established in 1944, is to forestall absenteeism when possible by detecting and controlling minor illnesses and by treating injuries received due to accidents.

# Amendments to The Public Service Act

The new Public Service Act of 1962 was amended in the 1963 session of the Legislature by Bill 57. The salient features of this Bill dealt with political activity of Crown employees and with negotiation and arbitration on working conditions in the Public Service. Other minor amendments defined "Crown employee", provided for renewal of appointments by the Minister in the Unclassified Service, extended the period of suspension during investigation to be prescribed by regulations, and specified that debts of Crown employees are payable out of Consolidated Revenue Fund.

## POLITICAL ACTIVITY

The political activity provisions of the Bill superseded the rather indeterminate strictures upon civil servants which related back to the Garrow Resolution of 1897. That Resolution was subsequently quoted on numerous occasions as illustrative of the policy of the Government of the day; it read as follows:



Resolved, That this House is of the opinion that Officers or Clerks of the Civil or Public Service of the Province, or permanent employees, who solely or for the most part obtain their livelihood in the Public Service, should not actively participate in Provincial or Dominion election campaigns, and that Officers or Clerks of the Civil Service should not become Candidates for Municipal Councillors.

In recent years the opinion has frequently been expressed that this policy was too restrictive on the responsibilities of the public servant as a citizen. To embrace the responsibilities of citizenship in seeking public office might in some cases conflict with responsibilities of employment as a public servant. However, these cases would be relatively few in number and could be isolated.

At the request of the Government a study was made of the feasibility of relaxing controls on political activity of Ontario Government employees and of the political activity provisions in other jurisdictions. In the Bill which resulted, certain specified senior civil servants were excluded from any form of candidature for public office. For the remainder of the Public Service, a clear distinction was drawn between non-partisan municipal or school board candidature and activity as a member of a political party in federal or provincial politics. The former is permitted where there is no conflict or interference with duties as a Public Servant. The latter type of activity presupposes a leave of absence during the election campaign and resignation subsequently, if elected. Accordingly, provisions for leave of absence and reinstatement within limits were included in the legislation. The Bill also imposed certain prohibitions against political activity when the employee is not a candidate.

The net effect of these provisions has been to clarify for employees and management within the Public Service what is to be done when the responsibilities of citizenship come into conflict with those of employment. In the year under review less than ten requests for leave were made. In the Appendix, Table 4 is a chart summarizing the provisions of the Bill as they apply to employees in the Ontario Public Service.

## NEGOTIATION AND ARBITRATION

Bill 57 also supplanted the former Joint Advisory Council by the new Ontario Joint Council which was given power to negotiate terms of employment of public servants and to transmit decisions to appropriate authorities to be implemented. Membership was extended to eight, four on each side, appointed by the Lieutenant-Governor in Council.

The Chairman is not a member of the Council and does not vote. He is to convene at least four meetings a year, prepare the agenda and preside at meetings. Items may be placed on the agenda by the Chairman at the request of a member and may relate to terms of employment such as working conditions, remuneration, leaves, hours of work, and any other matter not excluded by the Regulations.

The number of items coming before the Council was held to orderly proportions by an agreement on procedure establishing rules for the conduct of business. This agreement excludes from the agenda any matter which has not first been presented to the appropriate authority for its consideration. Negotiation therefore must follow logical channels before the item reaches the final stage in the Ontario Joint Council. In general, the Council considered that such matters affecting the Public Service within the competence of a Department or other appropriate authority should be decided at that level. Only if they failed to be resolved by the appropriate authority would they be negotiable at the Joint Council. In response to this decision, each government agency has established its own negotiating procedure.



**C.S.A.O. Representatives—**

W. J. Foster, Vice-Chairman  
 H. Bowen  
 A. Jackel  
 G. K. Garbig

**ONTARIO JOINT COUNCIL**

D. J. Collins, Chairman  
 J. P. Culliton, Secretary

**Government Representatives**

A. T. C. McNab  
 J. B. Metzler  
 H. H. Walker  
 H. E. Elborn

When the Joint Council reaches agreement upon an item in its agenda it does more than **recommend** implementation, it refers the decision through its Chairman to the appropriate authority to be **implemented**. Except for statutory authorities, the Council binds the government agencies to implement such decisions. When another authority is involved, that authority acts upon the decision of the Council.

When the Joint Council fails to reach agreement upon an item on its agenda, and the side presenting the item decides that further negotiation will not resolve it, the arbitration machinery is invoked. Upon motion of the side presenting the item, the Chairman refers it to the Civil Service Arbitration Board. This Board will reach a decision, after a hearing, and transmit it to the appropriate authority to be implemented.

To constitute the Civil Service Arbitration Board, the legislation provides for the appointment of an impartial chairman by the Lieutenant-Governor in Council for a renewable term of two years. It also provides for the appointment of one member from time to time designated by the official side and one by the staff side. The pattern of arbitration established earlier by the Grievance Procedure in relation to the problems of individual employees was thus by this legislation extended to the settlement of matters in dispute or under review concerning the terms of employment in the Public Service which affect public servants at large.

Ontario has pioneered in the establishment of formal grievance procedures and now collective negotiation with employee representatives in the Public Service. Improved employee relations and better management procedures have resulted.

## Amendments to The Regulations

Several minor amendments to the Regulations were introduced during the calendar year.

There was a clarification of the method of recording overtime for compensating leave and an increase from \$1.25 to \$1.50 in the meal allowance under this regulation.

Departmental Councils were re-constituted as an aftermath of the Joint Advisory Council being superseded by the Joint Council. In this amendment the Commission was made responsible for the constitution of Departmental Councils and the conduct of elections.

New Regulation 8(a) was introduced providing for medical examination of employees frequently absent or unable to perform their duties. The expense of such examinations was to be borne by the Department and a report was to be filed with the Commission.

Disciplinary powers of Deputy Ministers were broadened and clarified to include dealing with offences such as misuse of government property and failure to obey instructions.

The practice of granting Maternity Leave was regularized in a new regulation providing for one such leave as a right and reinstatement without loss of credits or continuity in subsequent leaves.

Finally, the practice of making payments to the estate of a deceased employee was clarified by including payment of the attendance credit gratuity.



# Recruitment Activity in 1963

In accordance with the recruitment policies enunciated by the Public Service Act 1961-62, all appointments to the Classified Service were made from Civil Service Commission eligible lists. Senior officers of the Recruitment Section established and certified the eligibility of candidates for positions located in Metropolitan Toronto. Elsewhere in the Province, this function was performed by designated departmental officials who were authorized to do so under Section 17 of the Act.

Highlights of the year's activities would include, the establishing of eligible lists throughout the Province for appointments to Driver Examiner positions, a major intake programme for Constables and Cadets of the Ontario Provincial Police and, in co-operation with the Department of Health, the recruiting of some fifty trained nurses from the United Kingdom. The active participation and support of the departmental personnel officials concerned in these programmes was instrumental in their success. Separate mention will be made of the extended recruiting efforts undertaken at high schools and universities in the Province and of the Ontario Provincial Police programme.

Statistics for the year indicated a continued increase in activity as follows:

Vacancies listed by departments.....	3,000
Applications received (from all sources).....	20,500
Interviews conducted.....	13,100
Vacancies filled.....	2,700
Vacancies cancelled or carried over to 1964.....	300

In the screening and selecting of eligible candidates for positions ranging from junior entry level to senior executive and professional posts, the advice and assistance given by the Examinations Section was invaluable.

The classified columns of daily newspapers throughout the Province continued as the major advertising media for vacancies. Various trade and professional journals were also used, however, as were insertions in career directories for students. Pamphlets, brochures, displays, etc. prepared for high school and university visits and career expositions were part of the overall advertising programme. On a total advertising budget of \$46,000 for the year, an average advertising cost for the 2,700 vacancies filled would come to approximately \$17.00 per vacancy. This figure reflects one of the areas in which economies can be realized when recruiting is centralized.

More important than the increased volume of applicants for positions with the Province however, was the increase in quality of the candidates which was noted. Encouraging the public to compete for such positions, with selection being based on merit and ability, produced in large measure, the desired results. The assistance, encouragement and co-operation received from personnel officers in all departments, aided the Section inestimably in achieving its objectives for 1963.

## HIGH SCHOOL RECRUITING

In 1963 the Recruitment Programme for High School students was greatly expanded.

During the winter, the Recruitment Office arranged for six departments to participate in a "Work Experience Week" during which students worked in government offices for five days.

In February, a Recruitment Officer made personal visits to the Guidance Department of 52 Metropolitan Toronto Secondary Schools to publicize the Civil Service, and spoke to student groups at nine schools. The annual competition for graduating students seeking office employment with the Ontario Civil Service was held in April with 244 writing at five scheduled examinations. Of the 139 students recruited for positions in the Toronto area during May, June and July, 94 had at least Grade 12 standing.

In the fall, the first edition of a newspaper "The Ontario Call" was published. This four page tabloid included articles about general employment conditions in the Ontario Civil Service, and about specific types of jobs available for high school graduates. Copies were distributed to high schools throughout Ontario in an attempt to increase student interest in careers with the Ontario government.

A seminar on "The High School Student and Government Employment" was held in October at which four Toronto high school students met with representatives of the Department of Civil Service to explore the student's attitudes towards employment with the government. The information obtained from this meeting will be a valuable aid to the Department in planning its approach to high schools.

Late in October, the Department was one of 36 exhibitors in a three day "Careers Exposition" sponsored by the Galt Y's Men's Club. 4,800 students and parents from Galt and the surrounding area visited the exhibits. The purpose of the Exposition was to stimulate the interest of students in career planning and develop their awareness of the broad range of career opportunities.

## UNIVERSITY RECRUITING IN 1963

Steps were taken to expand and strengthen relationships with the Ontario universities through visits and correspondence prior to the campus recruiting season. Placement officers and key faculty members were very pleased that the provincial government was now taking an active interest in recruiting at the universities. All were very cordial and co-operative in providing information and advice. Business firms in the Province with many years of university recruiting experience were also most helpful in many ways. Efforts were continued to obtain the full support of the operating departments of government for a university recruiting programme. While some progress was made, much remains to be accomplished in this area in 1964.

Campus recruiting visits were carried out by two teams, one of them concentrating on Engineering graduates and the other on Arts and Science graduates. The former visited six universities and the latter eight. In all, 211 graduating students were interviewed with employment offers subsequently being made to 43 of them. Twenty-three of these accepted positions in six government departments—a very good acceptance rate in view of the continuing intensive competition occurring on the campuses. Further efforts were being planned for 1964 to enhance the image of Ontario government employment in the eyes of the university student.

## 1963 O.P.P. RECRUITING PROGRAMME

With the approval of the government for 500 men to be added to the Force during the year, the resources of the O.P.P. Personnel Branch and Recruiting and Testing Services were combined to implement this major recruiting programme. From the beginning excellent rapport was established resulting in a co-operative recruitment programme which will more than reach the objective of 500 new appointments to the Force by March 31st, 1964. This success was further en-

hanced by the generally high calibre of the new recruits who were required to meet stringent physical standards, pass a written examination and satisfy a thorough character investigation.

From April 1st, when this programme was initiated, to December 31st, 1963, intensive advertising and publicity coverage through various media produced 4,250 applications. Some 2,300 of these applicants met the minimum standards for consideration and wrote the examination. Of these, about 1,700 were successful and passed on to the final stages of interview by the Selection Board, physical examination and character investigation. By the end of the year, 437 appointments were made to the O.P.P. from this programme.

## Examinations Programme

The Examinations Branch continued its service to the Recruitment Branch by compiling lists of passing candidates based mainly on the results of standardized objective tests. The Branch expanded its role of conducting promotional examinations. The objective of promotional examinations is to provide recommendations, based on the results of an objective tool, about the best employees to be considered for the specific promotion. Also, at the request of the departments, the Branch assisted in constructing examinations for their own specific needs and promoting examinations programmes. In such cases, the techniques of test construction and standardization helped in developing more reliable and valid examinations to be used by the departments. Toward the end of this year, a programme of personnel research through attitude surveys was being developed.

In the area of validation, more studies were carried out for specific tests as well as for test batteries. In this respect, the facilities of electronic computers were used for the statistical analyses. Results of some of these studies have been exchanged with the Public Personnel Association.

A basic guide for reliability studies was developed. An evaluation programme of published psychological tests was carried out for the purpose of making the best use of those tests. Also, an Examiner Manual for administering shorthand and typing tests was prepared for the use of field officers. This marked the first significant decentralization of an aspect of the examinations programme.

An extensive programme for examining prospective Grade 12 graduates in their own schools accompanied the spring recruitment programme.

At the end of about two years of operation, the Examinations Branch conducted a survey among the operating departments to obtain reaction to the programme. It was apparent that examination results were a very useful aid in the selection process and the extension of the programme was generally favoured.

The number of different types of tests used this year increased. Besides general and specific aptitude tests and trades tests, personality tests were used in some cases. Results of these latter tests were used primarily as guides for the interviews; candidates did not pass or fail on the basis of their results alone.

The capacity of the main examining room increased one third. To meet the increasing services provided by the Branch, the number of staff increased to seven. This increase enabled the Branch to take over testing at the Downsview Office.

The table below shows the total number of people tested, the total number of tests used and the number of job categories for which tests were used in 1963 and 1962.

	<u>1963</u>	<u>1962</u>
Total Number of People Tested.....	5,283	4,867
Total Number of Tests Used.....	8,114	6,708
Number of Categories for which Tests are Used .....	90	52

The Examinations Branch tested 1,214 people for promotional purposes at the request of 14 departments. 875 of these were First Class Attendants who were tested at the hospitals by administrators chosen by the Department of Health. The examinations covered 30 different classifications and ranged from Filing Clerks and Secretaries to Personnel Officers and Directors. Some tests, such as Senior Filing Clerk for the Prime Minister's Office, were constructed entirely by the Branch. Others, such as Position Auditors, consisted of standardized tests given along with Branch-constructed ones. The remaining tests, such as the Cartographer examination, were developed partly by the Branch and partly by the department concerned.

An attitude survey was conducted to collect data about how high school students feel about the Ontario Government as an employer. The sample of about one thousand students was drawn from 14 high schools in Metropolitan Toronto. All types of schools were represented. The students were from Grades 10, 12 and 13. They were given a questionnaire in which they were asked to tell their general feelings towards employment in the Ontario Government. They were also questioned about such factors as salary levels, experience that could be gained, benefits provided, etc. The results provided factual information which will be a guide to recruitment of high school graduates. This information can also be used for improving the public image of the Ontario Government.

Another attitude survey was conducted in the Department of Civil Service itself as a pilot project to identify the attitudes employees have about their jobs. All the employees of the Department were asked to express their feelings and opinions about factors such as salary levels, effectiveness of supervision, training needs, etc. This technique should help management determine what aspects need attention and what is needed to raise morale and motivate the employees. It also gives the employees a chance to participate and give their views about certain aspects that affect them. It is intended to offer this technique for use later in other departments upon their request.

## Position Administration

The year 1963 saw further organizational development of the Position Administration Branch directed to discharging the responsibilities of position evaluation and classification. Government policy, which was enunciated with the adoption of the Reclassification Programme, laid down specific procedural steps to be followed in identifying, evaluating and compensating positions in the classified service of each Department of the Government.

Classification administration was directed towards implementing this policy with prime emphasis on positions surveyed under Phase 1 of the Reclassification Programme. This concerned positions in office and institutional occupational groups and affected some 16,000 employees. By the year end 118 new classes covering positions employing approximately 15,000 employees had been



established under the Programme and the remainder were scheduled for early in the new year. Normal classification work affecting positions in the second phase of the Programme has been maintained and the new techniques introduced by the Programme are being applied gradually to all positions in the Service. Thus Phase 2 will not be dealt with as a separate project, but by gradual review of evaluation and classification in the light of the new standards. Policies and procedures which were accepted for the Programme will thus form part of standard practice, the maintenance and refinement of which will be a continuing process.

The work-load was almost triple that of the previous year. The number of formal classification decisions totalled 19,888 against the previous year's total of 7,757. In addition to the Phase 1 classes referred to previously, a further 258 were established and 91 were withdrawn. The following are some of the more significant surveys undertaken:—

**Legal Officers:**

A new series was established covering legal positions in all Departments.

**Economists:**

A new class series here covered positions in all Departments, and particularly in the departments of Economics and Development and Agriculture.

**Statisticians:**

A new series catered for positions existing throughout the service.

**Community Planners:**

Positions in the Department of Municipal Affairs were dealt with by this series.

**Statisticians:**

A new series catered for positions existing throughout the service.

**Community Planners:**

Positions in the Department of Municipal Affairs were dealt with by this series.

**Tax Administrators and Tax Auditors:**

New developments, particularly in the field of Sales Tax, were dealt with by the establishment of these class series for the Treasury Department.

**Cartographers:**

This revised series was prepared for the Department of Mines.

**Architects and Property Officers:**

New and revised series were created to recognize organizational developments in the Department of Public Works.

Grievances filed with the Classification Rating Committee are tending to become very selective, hinging sometimes upon highly specialized technicalities. In the previous year, 40 grievances were lodged compared with only 18 this year. Of these, 10 were withdrawn at the Hearing; 4 decisions were given for the grievor; 3 against the grievor, and 1 decision was deferred.

## **PLANNING AND AUDIT**

A prime essential for good position administration is to ensure that organizational data supplied by Management, upon which evaluation is based, is at all times complete, accurate and up-to-date. There is a continuing need for the planning of improved techniques and the development of more efficient procedures, and for a constant effort to keep paperwork to a minimum.

Early in 1963, the need was recognized within the Branch for a separate Section to concentrate on this work. The Planning and Audit Section was formed and assigned a wider sphere of duties than had been the case with the Maintenance and Audit Section which was replaced.

Audit officers conducted reviews of departmental organization structures comparing them with the reporting organization charts and with position specifications. During the year, 84 organizational units were studied covering 1,236 positions in 18 departments. In addition to these, 18 specific organizational problems were investigated at the request of departments illustrating the acceptance by departments of this Section's service to Management, as well as its function as a Section of a Branch of the central agency.

The auditors' reports highlighted the importance of a continuing programme for Management training in the requirements of position administration, particularly in the area of Management participation necessary to achieve the high standard of quality which, in turn, would result in fair and equitable classification decisions and compensation rates.

A Position Analysis Guide was being developed for distribution early in 1964. Seminars were held regularly to enable members of departmental Personnel Branches to bring forward the problems they might encounter in day-to-day position administration work. During the year, 12 departments requested 3,800 copies of 2 informational pamphlets which were prepared by the Section for distribution to employees and supervisors stressing their part in position administration. Also, the Section published several articles in the Civil Service Association's publication, "The Trillium", designed to increase employee understanding of this phase of personnel management.

In the war against unnecessary paperwork, multiple copies of advices of position changes were discontinued and a very much simplified single copy form was developed and approved by the Civil Service Commission for use throughout the Service. Civil Service position files were located in this Section and kept current to provide at all times an accurate picture of the structure and functions of all Government departments. The maintenance of this information was regarded as essential, and studies were underway to reduce to a minimum the complexity of processing individual position and organization changes.

This Section was also charged with the responsibility of investigating and reporting on criteria essential to the delegation of classification procedures which were envisaged for the future.

## Pay Research

During the year the implementation of the reclassification programme resulted in a great increase in the number of recommendations presented to the government. The new classes established and revisions which took place affected all departments and resulted in salary increases for almost one half of the Civil Service.

The survey for custodial classes was completed during the year and revised salaries made effective.

Reports were provided to the Civil Service Commission on:

- clerical, typing and stenographic classes
- institutional classes
- cleaning and caretaking classes

Research was started on a survey of Provincial Police classes. During the year:

- 276 new classes were formally established.
- 355 classes were revised
- 17,600 civil servants received increases which cost approximately \$5,850,000
- \$525,000 was needed to establish new classes associated with new programmes.

Revisions in salary took place in the following occupational areas:

- nurses, child care workers, hospital aids, hospital attendants and occupational therapists
- legal officers and related classes
- economists, statisticians and related classes
- engineers and related classes
- foresters and related classes
- psychologists and related classes
- agricultural representatives and other similar classes
- general professional classes requiring an honours B.A. on entry
- accountants and related classes
- computer programmers
- community planners
- senior inspectors in the Department of Labour, conciliation officers and examiners
- highway equipment operators
- municipal assessment and municipal organization and administration classes
- institutional classes such as cook, laundry worker and hairdresser
- vocational teachers
- custodial officers
- clerks, stenographers and typists

## **Training and Development Services**

### **IDENTIFICATION OF TRAINING NEEDS**

Late in the year under review, the Training and Development Services planned a survey to measure, both qualitatively and quantitatively, the actual training and development needs within departments. The survey would consist of two parts: a pilot study to test sources of information, usefulness of data, methods of approach, etc., and the actual field study. From the survey it would be possible to predicate future training activities upon identified needs.

### **FILING OF DEPARTMENTAL TRAINING PLANS**

Ontario Regulation 190/62, Section 16, under the Public Service Act, requires departments to file details of their training and development programmes with the Civil Service Commission. The Branch has been providing them with the necessary technical assistance to comply with this regulation.

### **CRITERIA FOR THE GRANTING OF EDUCATIONAL LEAVE**

Heretofore, Educational Leave has been awarded to certain civil servants at the instigation of their respective departments and has been authorized by the Civil Service Commission under the regulations providing for general leave. All such proposals were scrutinized carefully to determine whether the circumstances warranted the consideration to be given. The Commission, however, was anxious

to standardize the granting of Educational Leave within the service in order to reduce inequities in the development of staff and the availability of Educational Leave privileges. Accordingly, the Training and Development Branch carried out a study of current practices in other jurisdictions and submitted recommendations to the Commission for the establishment of educational leave criteria. It was expected that these would be promulgated early in the following year.

### SENIOR OFFICERS' CONFERENCE

Training and Development Services conducted a third Senior Officers' Conference in Guelph, Ontario from May 12 to May 31, 1963.

The form and substance of this year's programme grew out of experience with the two previous conferences. An Advisory Committee provided invaluable assistance in planning the conference and special recognition in this report is due to the following who were members of the committee:

- R. G. Bennett, Assistant Deputy Minister, Department of Agriculture
- Harold Bowen, Executive Secretary, Civil Service Association of Ontario
- Professor W. E. Grasham, Department of Political Economy, University of Toronto
- J. K. Lambie, Executive Officer, Administration, Department of Reform Institutions
- J. R. McCarthy, Superintendent of Curriculum and Textbooks, Department of Education
- J. G. McMillen, Financial Comptroller, Department of Highways
- G. E. Moore, Deputy Minister, Department of Travel and Publicity
- L. F. O'Brien, Director, Industrial Relations, Workmen's Compensation Board

Dr. R. O. MacFarlane, Director of the Department of Public Administration, Carleton University, Professor Walter Thompson, Associate Dean of the School of Business Administration, University of Western Ontario, and Professor Craig Lundberg, School of Business Administration, University of Western Ontario, also acted as consultants in the planning of the conference. Dr. R. O. MacFarlane and Mr. K. A. Cassac acted as the Co-Directors again this year.

Session leaders included legislators and ranking administrators from the Government of Ontario and other jurisdictions as well as academicians from the fields of public administration, business administration, law and the behavioural sciences.

Twenty-eight senior officers from Government of Ontario departments, Boards and Commissions, Government of Canada and the Province of Nova Scotia participated this year.

### CERTIFICATE COURSE IN PUBLIC ADMINISTRATION

Training and Development Services instituted a second Certificate Course in Public Administration this year.

A study of the results of the first course led to a number of changes in the terms of the programme of which the following were the most significant:

- (a) the new course was directed at public administrators in the process of development generally, as against public personnel administrators specifically
- (b) the new course consisted of four subjects: namely, Political Science, Economics, Human Factors and Public Administration, as against six subjects in the first course
- (c) a new group would begin each year, as against every second year.



## **ONE-DAY PERSONNEL OFFICERS' CONFERENCE**

Training and Development Services held a one-day conference on the "Role of the Departmental Personnel Officer" at the Westbury Hotel in Toronto. Fifty-two participants included departmental personnel officers, Department of Civil Service officers and departmental line administrators.

Two panels discussed the respective roles of the line officer, the personnel officer and the central personnel agency. The conferees then divided into small groups to discuss the issues raised by the panels and later reported in plenary session.

## **ROUND-ROBIN ORIENTATION SEMINAR**

Training and Development Services this year initiated a weekly orientation seminar addressed by deputy ministers and other senior government officials. It was designed mainly for new officers in the civil service, but also for other officials who might wish to hear a particular speaker discuss the functions and objectives of his branch or department.

A complete set of orientation seminars would require about six months. The programme was to continue on a round-robin basis as long as the demand existed for it.

# **Administrative Services Branch**

During the year the Administrative Services Branch processed an unprecedented number of employee transactions, including the implementation of the Reclassification Programme and the attending salary revisions. In the course of these activities it was necessary to update the position inventory information on which all transactions were based. In addition, positions were tabulated by classes for pay research, and data on existing classifications and salary rates were provided to estimate the costs of implementation by classes. In general, the Branch was required to provide the necessary information upon which to base decisions by the Commission and Treasury Board in setting and revising pay ranges.

This activity taxed the resources of the Branch to the limit and highlighted the need for continued improvement in data processing procedures.

The most significant improvement introduced during the year was a simplified position coding system. The former twenty-one digit control number which identified each position was reduced to eight digits which still provided direct identification of the department, branch, section and location.

The new system was designed to make readily available information on all positions within the Ontario Civil Service, the names of incumbents, their class titles and employee status. It made possible the elimination of many hundreds of man-hours previously spent throughout the Service in obtaining this information. The installation of the new system proceeded one department at a time, and it was anticipated that it would be in operation for the entire Ontario Civil Service by the summer of 1964.

A feasibility study was conducted to determine how the majority of personnel transactions, i.e., promotions, transfers, annual merit increases, etc. could be produced on a fully automated system. This would greatly improve efficiency, with a large reduction in man-hours by comparison with the present system.

At the close of the year, steps were being taken to train Field Auditors in auditing personnel procedures, forms, and records in use throughout the Service. It was expected that this method of verifying the recording of attendance reports, overtime, vacation and attendance credits, promotions, demotions, transfers, etc. would standardize and eventually eliminate a considerable amount of paper work being produced. Several forms were redesigned and simplified and made available to the operating departments through the Queen's Printer.

## **Credits and Perquisites Administration**

### **ATTENDANCE CREDITS**

A total of \$1,153,948.66 was paid in attendance credit gratuities during the calendar year 1963 to 1206 employees who were eligible to receive this benefit for regular attendance at time of separation. In 1962, \$856,230 was paid to 956 employees. The average payment to individuals was \$957 compared to \$895 in 1962.

Approximately 28.6 per cent of employees who separated were eligible for payment of gratuity under the system of attendance credits and gratuities which provides cash payments at time of separation.

### **PERQUISITE CHARGES**

In accordance with the Public Service Act, rentals were set on 19 new units of accommodation and revised on 44 units. In addition, a new procedure which is described later, resulted in revised rentals for almost all properties. Acquisition of 19 new self-contained units and relinquishing of 7 units increased the number of occupied self-contained units with approved rentals from 1088 to 1100.

Payroll deductions for all types of perquisites for the calendar year 1963 totalled \$1,129,048.78. These included living accommodation, maintenance services, furnishings, meals and laundry. This increase in payroll deductions amounts to \$80,814.59 over the previous calendar year (1962).

### **NEW PROCEDURE FOR SETTING PERQUISITE CHARGES**

The previous Annual Report referred to a survey, report, and review of living accommodation which was made to the Civil Service Commission and the Treasury Board. After discussion with the Deputy Ministers' Council, the Commission announced a new method of establishing rental charges and set adjusted rates effective April 1, 1963.

This new method was based on accepted evaluation techniques together with informed judgments on the peculiar circumstances of occupancy. After inspection of the property, gross rentals were calculated by estimating replacement value using unit-in-place cost as published by Central Mortgage and Housing Corporation. Then, deductions were made for physical, functional, and economic depreciation.

The value of the building obtained by this cost approach was checked against the municipal assessment which was multiplied by the ratio of market value to assessed value. A further comparison was made with actual market values, estimates of Assessors, Realtors, reports of Dominion Bureau of Statistics, and Ontario Government Housing projects. Values from these approaches were considered and weighed for each individual unit and location, and the present value for rental purposes determined. To produce the annual rental, the value from the cost approach was decapitalized and supplemented by an additional amount for taxes and annual maintenance expenses as well as a small amount attributable to income from land value.



The foregoing rental figure was checked against rentals for comparable units at the location. The rentals so determined did not reflect the highest market rentals. They were estimated by long term financing and life expectancy, using low unit-in-place cost of \$10.00 per square foot as a basis. Rising property values and costs indicate that this method produced reasonable rentals.

In order to determine a fair net rental for each tenancy, a committee composed of a representative from the Department, one from the Treasury Board, and one from the Department of Civil Service considered the factors of choice, privacy, private use and access, isolation, and suitability. This committee awards points and discount applicable to gross rentals, based upon a graded formula approved for this purpose. The points awarded for each occupant were translated into a discount applicable to the normal rental for the unit. The maximum discount was 40%.

Only half the increase of the new charges was applied for this fiscal year, effective April 1st, 1963. The remaining 50% of the increase was deferred pending further review.

Charges for self-contained living accommodation were established by the Civil Service Commission and the Perquisites Committee. Charges for rooms and suites of rooms that are not self-contained were calculated by the Departments, subject to post audit by the Commission, using the schedule of approved rates for rooms.

In order that the occupant and the department should have a clear understanding of their respective responsibilities, the Commission approved a newly designed "Permit to Occupy" living accommodation. Conditions and considerations applying to each tenancy were set out in the permit which would be signed by the occupant and the deputy minister of the department or his delegate.

The full adjustment of charges for living accommodation has produced charges comparable to the average rentals for similar accommodation in the respective communities. Most of these units were located in residential neighbourhoods of urban centres. Exceptions were the dwellings in which the occupants were required in varying degrees by departmental policy to live in premises at the institution, school, hospital, or district office location. Rentals for these units were below market levels because the intrusion of the activities of the department, limited privacy, and often, isolation detracted from the rental value of these units.

## Appeals Procedure

The Appeals Procedure for the Ontario Civil Service is divided into two parts. One part provides for appeals to the Public Service Grievance Board to arbitrate grievances in respect of terms of employment, working conditions or discharge. Grievances under this part receive attention at three steps in the department. At the third step the deputy minister of the department in which the grievance originates investigates and gives his decision. If the grievor is not satisfied with the decision of the deputy minister an appeal may be made to the Public Service Grievance Board.

The other part of the Appeals Procedure provides for appeals on matters of classification. Where the grievance is that the grievor's position should be classified, or is in the wrong classification, the grievance is first presented to the immediate supervisor and then to the deputy minister of the department. If the grievor is not satisfied with the decision of the deputy minister he may present his grievance to the Chairman of the Civil Service Commission who directs the matter to the Classification Rating Committee to be heard.

## GRIEVANCE BOARD

During the year ending December 31st, 1963, the Public Service Grievance Board met 45 times to hear and dispose of 39 grievances. Out-of-Toronto hearings were held in Kenora, London and Mimico.

At the end of the year resignations were received from Mr. E. H. Silk, Q.C., who had been appointed Commissioner, Ontario Provincial Police; Mr. G. H. Spence, who had been appointed Provincial Auditor; and Mr. G. H. U. Bayly, whose duties as Assistant Deputy Minister, Department of Lands and Forests, had become increasingly heavy and necessitated his withdrawal from the Board.

In December, 1963 the appointments to the Board of Mr. T. R. Hilliard, Deputy Minister of Energy Resources, and Mr. D. A. Crosbie, Senior Solicitor, Department of Highways, were announced. Both are one year appointments.

Professor R. Presgrave, Chairman, and Mrs. D. A. Homuth, Vice-Chairman, remained as members of the Board.

## CLASSIFICATION RATING COMMITTEE

The classification Rating Committee met 8 times during the year, to dispose of 9 grievances on classification.

Professor J. A. Sarjeant, School of Business, University of Toronto, continued as Chairman, and Mr. J. A. Bridges, Manager, Personnel Department, Toronto Hydro-Electric System, remained as a permanent member of the Committee. The Committee is a three-member committee. The third member was appointed alternatively from one of the departments of government for each hearing.

## Advisory Councils

Twenty Departmental Councils and 99 Branch Councils were in operation throughout the Public Service during the year 1963. The number of Branch Councils increased by three over the previous year. These Branch Councils were in the following departments:

Health .....	19
Highways.....	28
Lands and Forests.....	26
Provincial Secretary and Citizenship.....	1
Reform Institutions.....	25

During 1963 The Public Service Act 1961-62 was amended by Bill 57. This Bill provided for the establishing of the Ontario Joint Council and the Civil Service Arbitration Board (both covered elsewhere in this report) and had the effect of revoking the provision for the Joint Advisory Council.

The new Ontario Joint Council did not replace the Joint Advisory Council in its relationship to the Departmental and Branch Councils. The Civil Service Commission assumed the Joint Advisory Council's responsibility for assisting departments in arranging for the election of members to councils. These advisory councils were continued at the discretion of the deputy minister of the department. They dealt with recommendations to study and consider the improvement of methods for carrying on the public business in the department; the provision of means whereby the ideas and experience of the members of the departmental staff may be considered and utilized; and matters pertaining to the well-being of the employees in the department.

The recommendations of a branch council proceed to the departmental council. The departmental council makes its recommendations to the deputy minister of the department.



Mrs. D. A. Homuth, Vice-Chairman

PUBLIC SERVICE GRIEVANCE BOARD

Prof. R. Presgrave, Chairman

J. P. Culliton, Secretary

T. R. Hilliard, Member

INSET

D. A. Crosbie, Member





# CLASSIFICATION RATING COMMITTEE

Prof. J. A. Sarjeant, Chairman

J. A. Bridges, Member

J. P. Culliton, Secretary

H. G. McKinley (Member)\*

\* Member appointed for each hearing

**TABLE 1—1963 SEPARATIONS**

	<u>Total</u>	<u>Males</u>	<u>Total Females</u>	<u>Married Females</u>
Resignations.....	3,325	1,530	1,795	964
Discharge.....	258	177	81	27
Superannuation.....	291	223	68	16
Retirement.....	152	93	59	15
Death.....	185	158	27	9
Total.....	4,211	2,181	2,030	1,031

**PERCENTAGE DISTRIBUTION OF SEPARATIONS**

**By Age Groups**

	<u>1963</u>	<u>1962</u>
under 21 years.....	10.8	10.2
21—31.....	37.7	37.1
31—41.....	18.2	20.2
41—51.....	12.7	13.1
51—61.....	8.2	7.5
61 and over.....	12.4	11.9
Total.....	100.0	100.0

**Quartiles**

	<u>1963</u>	<u>1962</u>
25% were.....	23.9 years of age or less	24.5 years of age or less
50% were.....	31.6 years of age or less	32.1 years of age or less
75% were.....	47.0 years of age or less	46.1 years of age or less

**By Years of Service**

	<u>1963</u>	<u>1962</u>
1 year or less.....	16.0%	17.1%
2 years or less.....	39.7%	41.8%
3 years or less.....	51.8%	53.8%
4 years or less.....	59.2%	62.4%

TABLE 2—CIVIL SERVICE ENROLMENT, JANUARY 1, 1963—DECEMBER 31, 1963

Departments	Total Staff December 31/62	Appointments	Separations	Transfers		Total Staff December 31/63
				In	Out	
Agriculture.....	1,771	239	201	7	2	1,814
Attorney General.....	1,044	173	113	6	4	1,106
Provincial Police.....	2,425	588	143	20	6	2,884
Civil Service.....	105	33	13	12	9	128
Economics and Development.....	217	62	38	2	5	238
Education.....	1,766	411	223	9	2	1,961
Energy Resources.....	81	9	9	1	2	80
Health.....	989	193	143	3	3	1,039
Hospitals.....	11,033	2,385	1,587	3	5	11,829
Highways.....	6,423	2,096	619	11	33	7,878
Insurance.....	66	9	9	—	1	65
Labour.....	428	95	52	6	3	474
Lands and Forests.....	2,518	167	155	1	8	2,523
Lieutenant-Governor.....	2	—	—	—	—	2
Mines.....	229	39	23	1	1	245
Municipal Affairs.....	253	40	21	4	2	274
Police Commission.....	—	—	—	1	—	1
Prime Minister.....	20	1	1	1	2	19
Provincial Auditor.....	73	4	4	—	—	73
Provincial Secretary and Citizenship.....	386	60	60	2	4	384
Public Welfare.....	576	125	77	1	1	624
Public Works.....	1,461	278	135	10	7	1,607
Reform Institutions (inside).....	142	19	15	1	2	145
Reformatories.....	1,884	289	203	3	6	1,967
District Jails.....	208	11	13	—	—	206
Transport.....	932	187	125	5	3	996
Travel and Publicity.....	156	18	24	5	3	152
Treasury.....	1,280	182	205	7	8	1,256
TOTAL	36,468	7,713	4,211	122	122	39,970

The transfer of the Ontario St. Lawrence Development Commission from the Department of Economics and Development to the Department of Travel and Publicity, effective December 1, 1963 by O.I.C. 3540/63 is not included in this report.



**TABLE 3—PER CAPITA MONTHLY ABSENCE DUE TO ILLNESS  
FOR THE CALENDAR YEARS 1959—1963**

<b>Departments</b>	<b>1959</b>	<b>1960</b>	<b>1961</b>	<b>1962</b>	<b>1963</b>
Agriculture.....	.42	.35	.36	.44	.44
Attorney-General.....	.50	.50	.53	.59	.56
Provincial Police.....	.28	.43	.42	.49	.32
Civil Service.....	—	—	—	.56	.56
*Commerce and Development.....	.62	.63	.67	—	—
Economics.....	.69	.77	.97	—	—
**Economics and Development.....	—	—	—	.77	.73
Education.....	.41	.40	.37	.38	.39
Energy Resources.....	.43	.30	.42	.59	.58
Health.....	.56	.63	.56	.60	.76
Hospitals.....	.71	.74	.74	.82	.87
Highways.....	.66	.69	.70	.69	.73
Insurance.....	.58	.57	.52	.49	.66
Labour.....	.88	.87	.77	.88	.70
Lands and Forests.....	.47	.47	.43	.48	.47
Mines.....	.55	.56	.51	.67	.67
Municipal Affairs.....	.69	.61	.75	.87	.72
Prime Minister.....	.54	.72	.60	.25	.40
Provincial Auditor.....	.96	.54	.64	.52	.64
Provincial Secretary and Citizenship.....	.90	.91	.87	.95	.87
Public Welfare.....	.70	.65	.62	.62	.63
Public Works.....	.79	.78	.83	.88	.93
Reform Institutions (inside).....	.79	.76	.90	.63	.77
Reformatories and Jails.....	.51	.50	.47	.55	.57
Transport.....	.82	.78	.81	.74	.76
Travel and Publicity.....	.80	.86	.76	.93	.85
Treasury.....	.78	.79	.79	.78	.72
Entire Service.....	.61	.63	.63	.68	.69

\*Prior to January 27, 1961, the Department of Commerce and Development was known as the Department of Planning and Development.

\*\*On December 15, 1961, the Department of Economics and the Department of Commerce and Development amalgamated to form the Department of Economics and Development.

**TABLE 4**  
**POLITICAL ACTIVITY PROVISIONS OF BILL TO**  
**AMEND PUBLIC SERVICE ACT (February, 1963)**

CROWN EMPLOYEES

KIND OF POLITICAL ACTIVITY	Deputy Ministers & Designated Officers	Civil Servants (classified)	Public Servants (unclassified)	Commission and Board Employees
* Candidate for, or Support in Municipal Election Sec. 9a		1	1	1
* Candidate for, or Support in School Board Election Sec. 9a		1	1	1
* Candidate for Provincial Election Sec. 9b (1) & (2)		2	2	2
* Candidate for Federal Election Sec. 9b (1) & (2)		2	2	2
* Solicit Funds for Political Party Sec. 9b (1) (b)		3	3	3
* Speak or Write on Platform Policy of Political Party Sec. 9d		3		
+ Speak or Write on Political Subjects				
* Associate Position with Political Activity Sec. 9b (1) (c)		3	3	3
* Engage in Political Activity During Working Hours Sec. 9e				
+ Engage in Political Activity When Off Duty				
* Canvass for Political Party Candidate Sec. 9c(1)		4		

\* Provision in Bill

+ No Prohibition in Bill

Reference:

1. Except when conflict of interest, or affiliation with Provincial or Federal Political Party.
2. Leave of absence granted, with right to return to position in five (5) years.
3. When a candidate on leave during elections
4. During elections.

 Prohibited

 Permitted

This Bill does not affect employees of:

The Hydro-Electric Power Commission of Ontario  
The Workmen's Compensation Board  
Ontario Northland Transportation Commission

Employees  
(in 1000's)

CHART 1  
TREND OF CIVIL SERVICE EMPLOYMENT 1953-1963

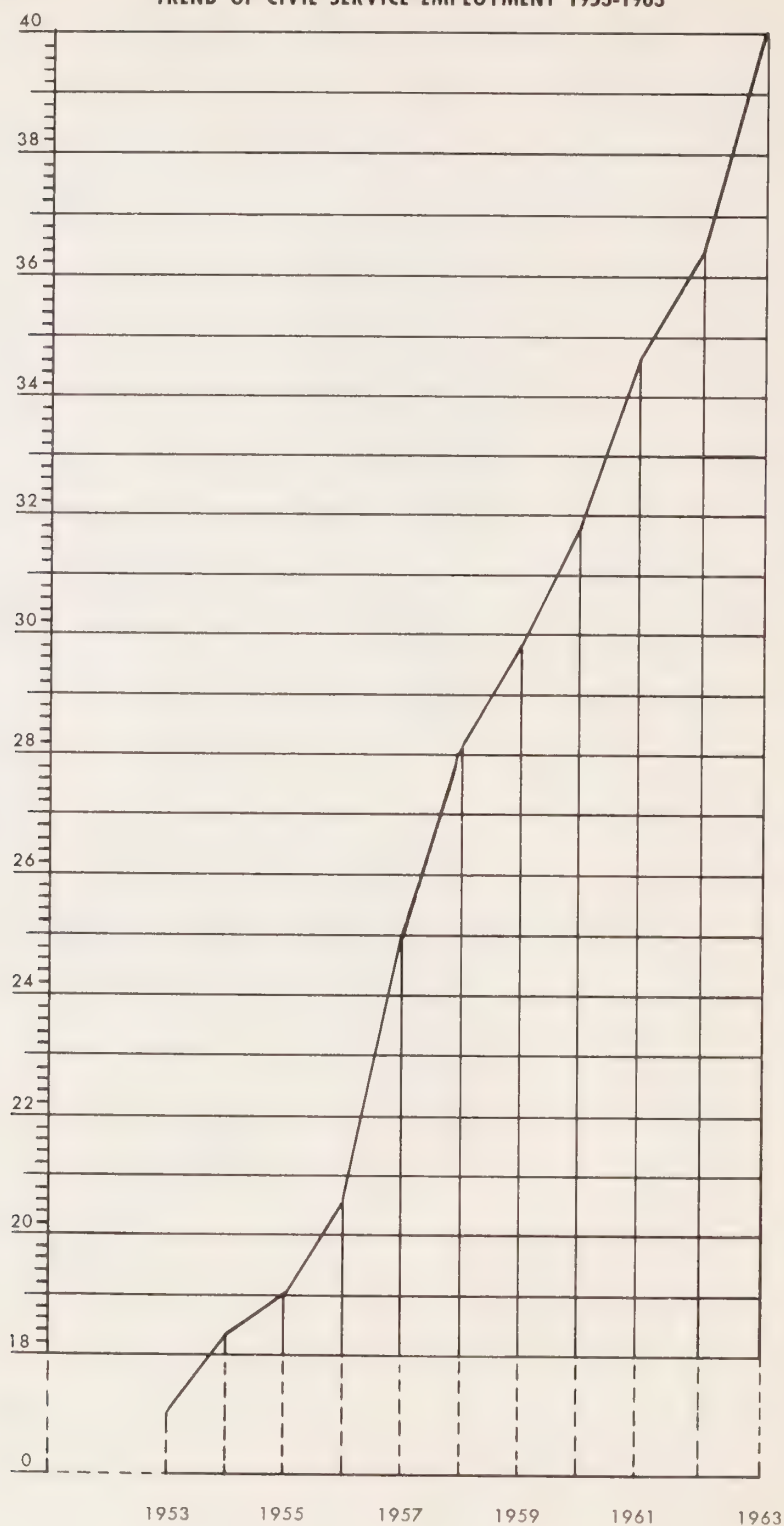
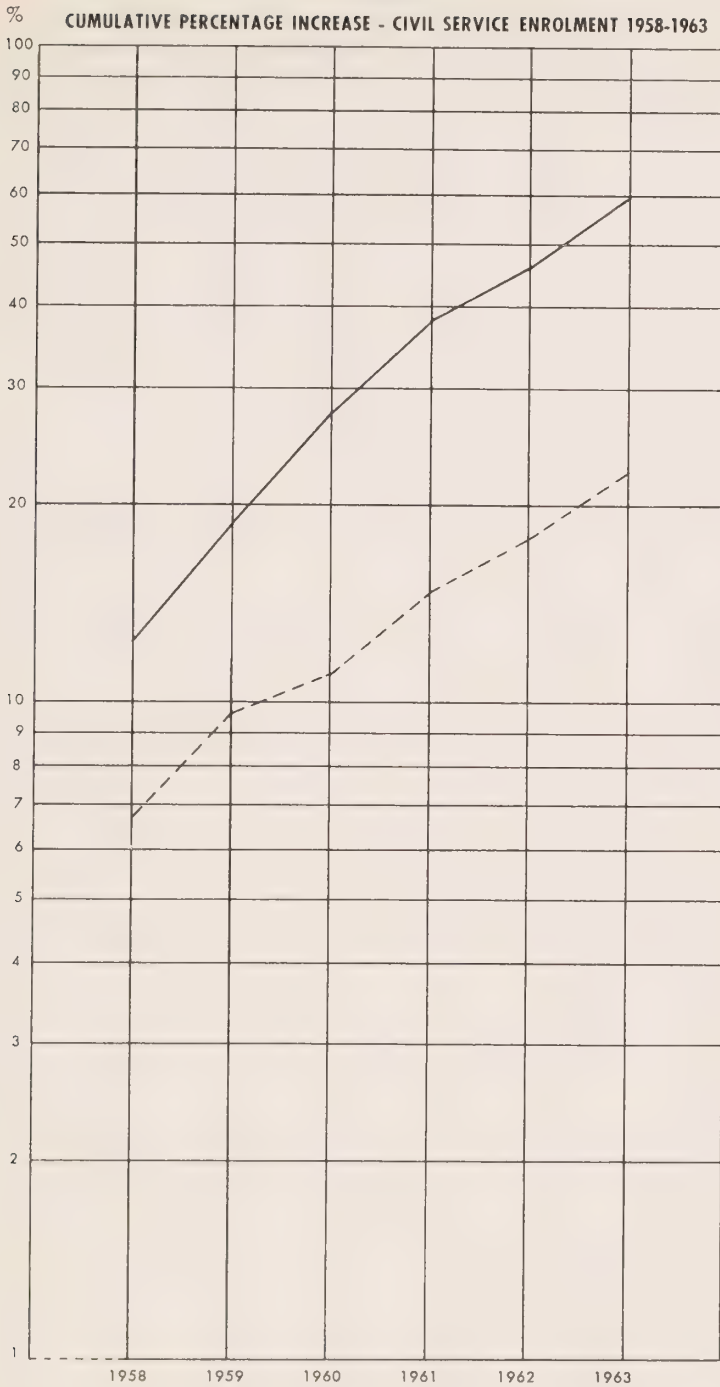


CHART 2

CUMULATIVE PERCENTAGE INCREASE - CIVIL SERVICE ENROLMENT 1958-1963



----- % increase in civil service enrolment.

———— % increase in civil service enrolment, excluding transfers from continuous casual staff to probationary staff

The December 31, 1957 enrolment of 24,982 was used as base.

**CHART 3**  
**PERCENTAGE STAFF TURNOVER 1959-1963**

 Total separations expressed as a % of average calendar year enrolment

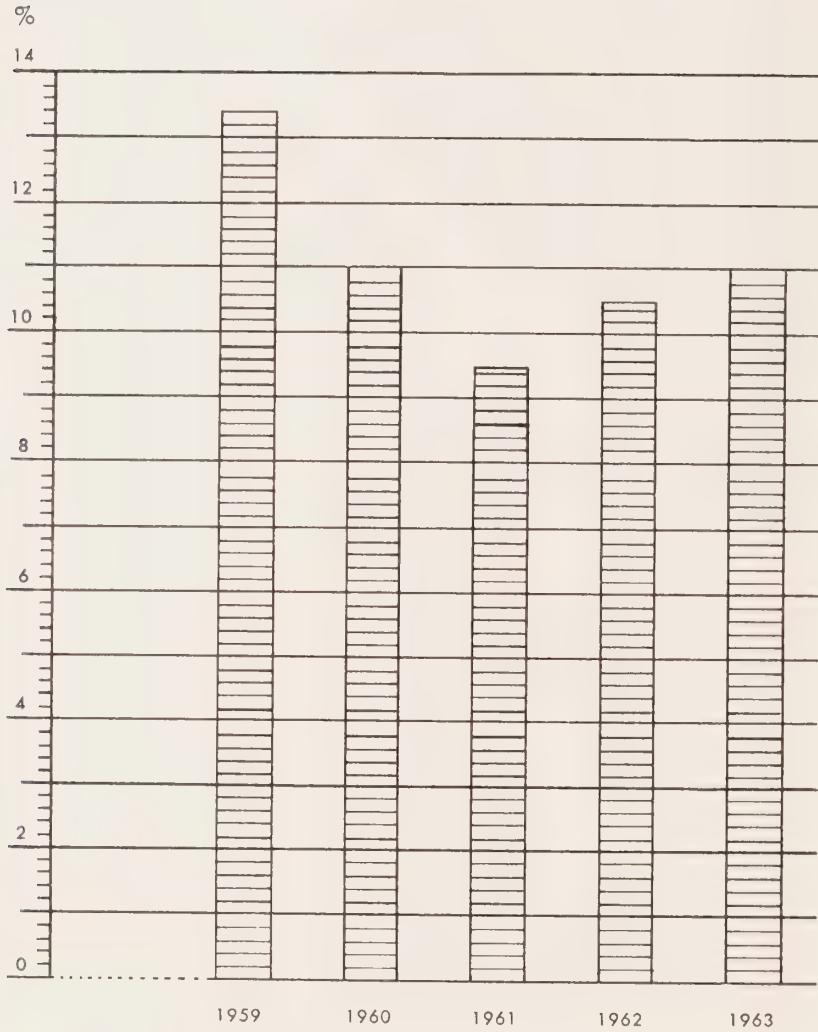


CHART 4  
PERCENTAGE DISTRIBUTION OF STAFF BY YEARS OF SERVICE  
AS OF DECEMBER 31, 1963

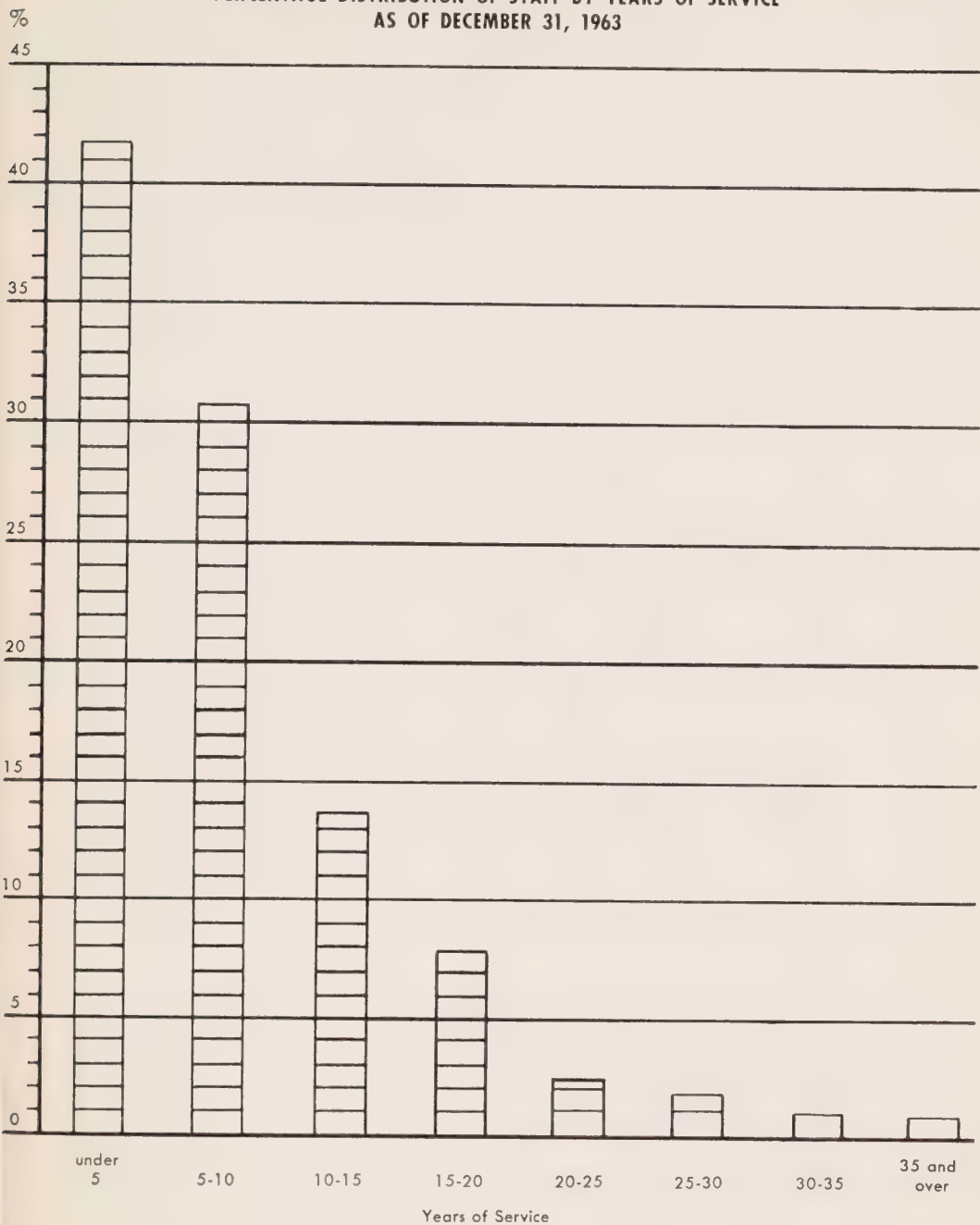
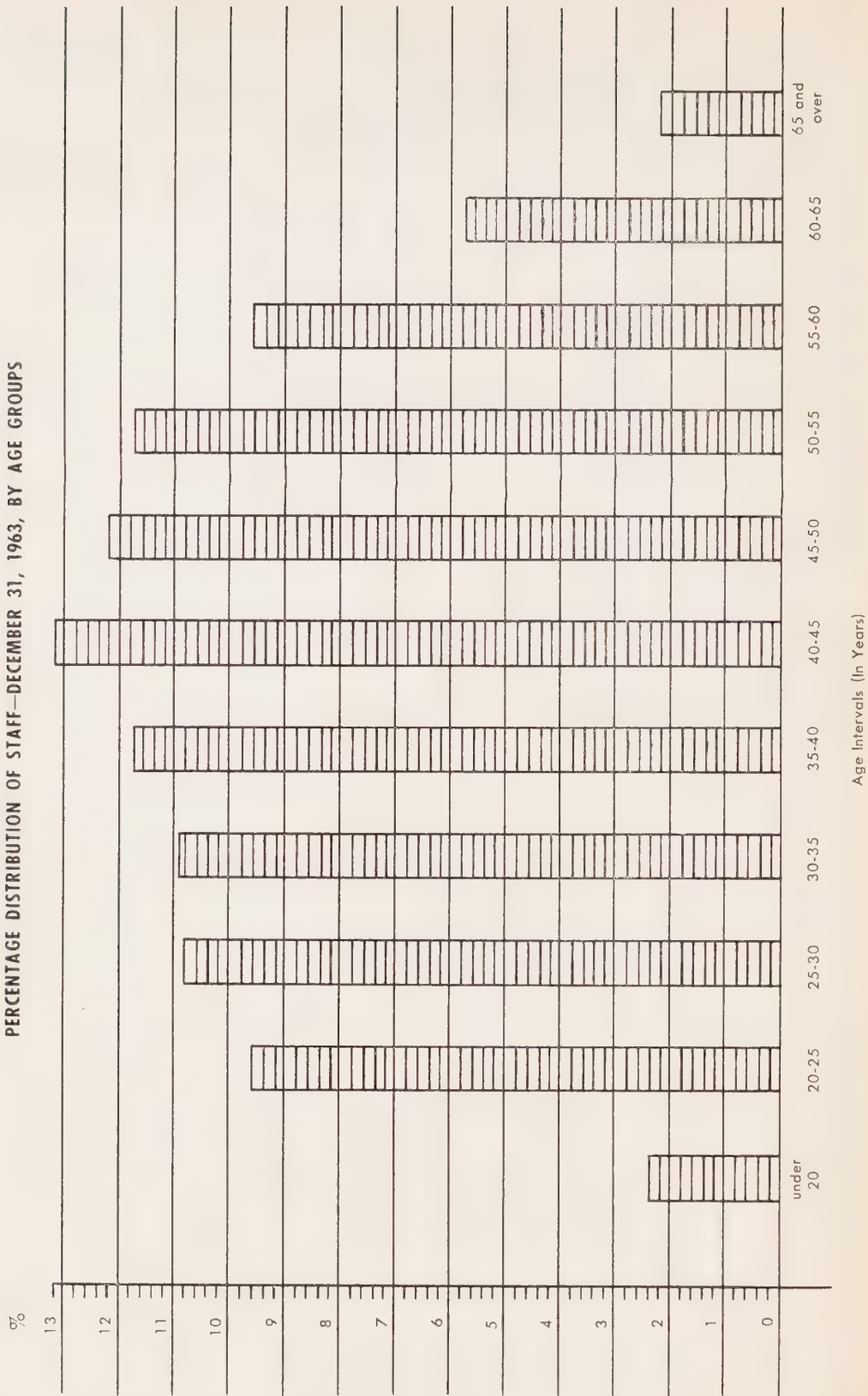




CHART 5  
PERCENTAGE DISTRIBUTION OF STAFF—DECEMBER 31, 1963, BY AGE GROUPS



**CHART 6**  
**PERCENTAGE INCREASE IN AVERAGE SALARY IN**  
**THE ONTARIO CIVIL SERVICE 1953-1963**



Comparison—% increase in average salary in the Ontario Civil Service with % increases in the index of average weekly wages and salaries for Canada (Industrial Composite) and the Consumer Price Index (1949-100). Source: Dominion Bureau of Statistics, Employment and Payrolls, Prices and Price Indexes.







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ONTARIO

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# ANNUAL REPORT

of the

## CIVIL SERVICE COMMISSION

JANUARY 1964









REPORT  
of the  
CIVIL SERVICE  
COMMISSION

1964

PRINTED BY ORDER OF  
THE LEGISLATIVE ASSEMBLY OF ONTARIO  
SESSIONAL PAPER NO. 35



The Honourable James N. Allan, LL.D.  
Treasurer of Ontario



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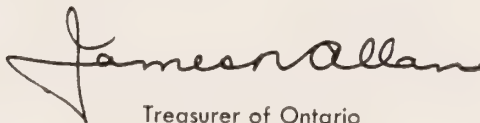


To: The Honourable W. Earl Rowe, P.C. (C),  
Lieutenant-Governor of the Province of Ontario.

MAY IT PLEASE YOUR HONOUR:

The undersigned has the honour to transmit the Annual Report of the Civil Service Commission of Ontario for the year ending December 31, 1964.

Respectfully submitted,

A handwritten signature in cursive script, reading "James Allan". The signature is written in dark ink and is positioned above the printed name.

Treasurer of Ontario

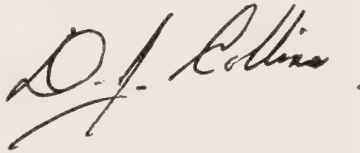


To: The Honourable James N. Allan, B.S.A., LL.D.,  
Treasurer of Ontario

Sir:

I have the honour to present to you the Annual Report of the Civil Service Commission and the Department of Civil Service for the year ending December 31, 1964, pursuant to Section 4(g) of the Public Service Act.

I am, very respectfully,

A handwritten signature in dark ink, appearing to read "D. J. Collins", followed by a period. The signature is fluid and cursive.

Chairman, Civil Service Commission.



A DISCUSSION GROUP AT THE SENIOR OFFICERS' CONFERENCE

L. to R. J. C. Palmer, Associate Director of Dairying, Dept. of Agriculture, D. C. Rushbrook, Personnel Director, New Brunswick Civil Service Commission, A. T. Goodwin, Manager, Electronic Computing Centre, Dept. of Highways, W. M. Walkinshaw, Director, Environmental Sanitation, Dept. of Health, C. L. Gillespie, Superintendent, Burtch Industrial Farm, Brantford, Dept. of Reform Institutions, H. Copeland, Executive Director, Personnel Management, Dept. of Civil Service

# DIRECTORY

as of December 31, 1964

## THE MINISTER TO WHOM THE COMMISSION REPORTS

CHAIRMAN  
COMMISSIONER  
COMMISSIONER  
SECRETARY.....  
ASSISTANT SECRETARY

TREASURER OF ONTARIO,  
HONOURABLE JAMES N. ALLAN, LL.D.

## CIVIL SERVICE COMMISSION

D. J. COLLINS  
A. E. STACEY  
C. E. BRANNAN  
H. F. GOSS  
J. K. OWENS

## DEPARTMENT OF CIVIL SERVICE

DEPUTY MINISTER  
EXECUTIVE DIRECTOR.....  
DIRECTOR, POSITION ADMINISTRATION  
DIRECTOR, ADMINISTRATIVE SERVICES.....  
DIRECTOR, RECRUITMENT AND EXAMINATIONS.....  
DIRECTOR, TRAINING AND DEVELOPMENT  
DIRECTOR, PROGRAMMES AND STANDARDS  
DIRECTOR, PAY RESEARCH  
DIRECTOR, PERSONNEL RESEARCH  
SUPERVISOR, EXAMINATIONS  
SUPERVISOR, CLASSIFICATION AND AUDIT  
SUPERVISOR, EMPLOYEE RELATIONS

D. J. COLLINS  
J. S. STEPHEN  
H. COPLAND  
A. HEMMINGWAY  
...A. S. CLARK  
S. DAVIDOVICH  
R. V. METCALFE  
MRS. E. J. ETCHEN  
..S. D. SALEH  
..MRS. PAMELA I. E. WARD  
K. W. SKELTON  
H. J. MACE

CHAIRMAN  
MEMBERS

SECRETARY

## THE PUBLIC SERVICE GRIEVANCE BOARD

PROFESSOR R. PRESGRAVE  
MRS. ELIZABETH SMITH  
D. A. CROSBIE  
T. R. HILLIARD  
F. E. WOOD  
J. P. CULLITON

CHAIRMAN  
\*MEMBER  
MEMBER AND CHAIRMAN IN HIS ABSENCE  
SECRETARY

## CLASSIFICATION RATING COMMITTEE

PROFESSOR J. A. SARJEANT  
.....MRS. ELIZABETH SMITH  
J. A. BRIDGES  
J. P. CULLITON

\*In addition to the permanent members, a third member is named by the Chairman of the Civil Service Commission for each grievance from the ranks of the Personnel Director.





# Highlights of 1964

## NEW LOCATION

For the first time in a number of years, the Civil Service Commission and all the branches of the Department of Civil Service were united under one roof in Britannica House, 151 Bloor Street West, with a consequent improvement in efficiency and service to the public.

## COMMISSION MEETINGS

Mr. A. E. Stacey and Mr. C. E. Brannan continued to serve as members part time of the Commission with Mr. D. J. Collins as Chairman and Deputy Minister of the Department of Civil Service. During the year the Commission, in addition to its regular weekly meetings, scheduled a number of special meetings with management and employee representatives for the purpose of exploring problem areas in depth. Frequent appearances were made before Treasury Board to discuss new personnel policies and their financial implications.

## STAFF

While the net increase of staff over the year was small, the calibre of our officers continued to improve as more veterans and university graduates were attracted by the career prospects the Service offers.

## REORGANIZATION

Two new branches were established:—Employee Relations Branch was created to provide liaison between the Commission and the Civil Service Association. The publication of a staff magazine was a new venture undertaken by this Branch. The Personnel Research Branch has the objective of promoting a scientific approach to personnel management in the Service. Considerable effort was put into the development and validation of tests used for selection purposes. An attitude survey was carried out in the Department of Education at that Department's request and evaluation studies were made of three training programmes conducted by the Training and Development Branch.

A report submitted to the Legislature's Committee on Aging was based on a study carried out by Personnel Research Branch with the co-operation of older employees of the Service. There is clearly a need to help such employees adjust to the changed circumstances which retirement will thrust upon them and steps will be taken in this direction in the coming year.

## RECRUITMENT

During the year the Recruitment Branch was reorganized in three sections. The Continuing Competitions Section specializes in recruitment of employees for areas subject to high turnover such as skilled tradesmen and stenographers, while the Specific Competitions Section recruits for administrative, professional and technical positions throughout the Service. Pre-entry and promotional tests are conducted under the Testing Programme. In the face of increasing competition from business and industry, the campaign to recruit qualified entrants for the Civil Service was stepped up. Prospective employees at the Secondary School level were informed of the aims and functions of the Service and the career opportunities it offers, by means of work projects, field visits by Recruitment Officers and a career counselling service. Graduating students of nine universities were interviewed and considerable interest was shown in the Commission's Administrative Trainee Programme. Our thanks must go to the Secondary School guidance teachers and the university placement officers for the assistance

and co-operation given to us in making the Service known to their students. Direct recruitment in the United Kingdom through the co-operation of the Department of Economics and Development somewhat eased the problem of recruiting typists and stenographers of whom there is an acute shortage locally.

## **TURNOVER**

Statistics kept on staff turnover for the Service reveal an increase in the number of separations, particularly in the probationary staff. This trend will be a subject for study by the Personnel Research Branch in the coming year.

## **TRAINING AND DEVELOPMENT**

The programme of staff training and development conducted by Training and Development Branch was enhanced by the addition of a one-week seminar for graduates of the Senior Officers' Conference. A management development course designed to present a blend of theoretical concepts and practical solutions to problems of management was planned for presentation early in 1965, while a supervisory training programme with emphasis on development of man management skills was instituted late in the year. Plans were also initiated to help relieve the shortage of typists and stenographers by offering training courses in these skills to existing staff. The enthusiastic response given these programmes by departments is indicative of the need for an interest in training of this type.

## **AMENDMENTS TO REGULATIONS**

A number of amendments aimed at improving working conditions or providing new benefits was made to the Regulations made under the Public Service Act. As the result of decisions reached by the Ontario Joint Council, the Regulations were amended to permit for the first time, cash payment for overtime work by civil servants. Layoff and recall procedures were established which permit flexibility of complement to meet the needs of the Service while assuring employees the rights of retention and re-hiring on the basis of seniority and occupation. Criteria were established for the support of civil servants improving their educational qualifications outside the Civil Service. The support now available ranges from full salary to the privilege of freezing service credits on resignation to return to school or university. The appropriate level of support in each case is dependent upon the benefit to the Service of the skill or knowledge required. Provision was made for negotiation with the Ontario Provincial Police Association on matters pertaining to working conditions, pay, leave and hours of work by the establishment of the Ontario Provincial Police Negotiating Committee.

## **ADMINISTRATIVE SERVICES**

A revision of the position inventory system permitting the amalgamation of position and incumbent information in one report has now made it possible for the Administrative Services Branch to provide Treasury Board with a monthly report on complement which should be of great value in budget preparation. Continuous study is being given to ways and means of reducing paperwork required for personnel transactions.

## **POSITION ADMINISTRATION**

The completion of the Reclassification Programme as a separate project enabled the Position Administration Branch to focus its main effort on the establishment of new class series required by the changing role of government. The

audit function carried on by the Branch has become an accepted and valuable tool of management, while the publication of the Position Analysis Guide and a series of training programmes conducted by the Planning and Audit Section throughout the Province has done much towards standardizing the approach by departments to the presentation of job information, thus speeding the work of the Branch.

## **PAY RESEARCH**

A cyclical salary review endorsed by the Personnel Council and the Civil Service Association was introduced with the approval of Treasury Board. This programme will be more satisfactory from the point of view of management and employees in that it establishes a definite schedule for salary review and will also enable Pay Research Branch to plan its studies on a long-range basis. The Branch is achieving recognition outside the Service for its work and is frequently called upon for advice and information by other jurisdictions. Close liaison is maintained with the Pay Research Bureau of the Federal Government.

Upward adjustments of salaries during the year affected 22,521 civil servants. The total cost of the revisions which included classes deemed to be management as well as those subject to negotiation between the Civil Service Association and the Department of Civil Service was over \$8 million.

## **GRIEVANCES**

The capable manner in which departmental management is carrying out its responsibilities in regard to personnel management is indicated by the result of grievances heard by the Public Service Grievance Board and the Classification Rating Committee. Of a total of 68 cases heard by both bodies, 46 were decided in management's favour, while only 18 decisions were in the grievors' favour.

## **PUBLIC PERSONNEL ASSOCIATION**

Ontario civil servants continue to play an important part in the activities of the Public Personnel Association. Several employees were elected officers of the local chapter and the Chairman of the Civil Service Commission was appointed Programme Chairman for the Eastern Region Conference at Princeton. This conference set a new trend in such activities in that it successfully brought together scholars and practitioners for a mutually beneficial exchange of ideas and information on the subject of personnel management.

## **CONTACTS WITH OTHER JURISDICTIONS**

During the year several visitors from other jurisdictions in Canada and the United States were entertained. Particular interest was shown in the functions of Position Administration Branch. Training programmes of varying lengths were also arranged for visitors from other countries under the auspices of the Colombo Plan and the United Nations.

In June, Mr. D. J. Collins attended the first Conference of Canadian Civil Service Commissioners in Halifax, Nova Scotia.

The Conference, attended by Commissioners from across Canada, discussed such matters as the role of the Civil Service Commission in recruitment, selection, promotion and evaluation and a proposal for the interchange of civil servants between different jurisdictions. This exchange of ideas and information will do much to encourage future co-operative action in seeking solutions to problems common to all governments.

## JOINT COUNCIL

This was the first year in which negotiation with the Civil Service Association played a significant part in the resolution of matters affecting the pay, working conditions and well being of the staff. Regular meetings of the Joint Council were held to deal with such matters as classification and pay, overtime, superannuation and conditions of employment. Decisions were reached on all of these matters and appropriate changes were made where necessary to the Regulations made under the Public Service Act. Despite continuous negotiation throughout the year, the Council was unable to reach agreement on the question of a fringe benefit package for civil servants and this matter was subsequently referred to the Civil Service Arbitration Board which brought down its decision in 1965.

As the result of a study of the Whitley Council and its operations carried out in England by the Honourable Mr. Allan and by the Chairman of the Civil Service Commission, it was decided that negotiations between the official and staff sides of the Council would be facilitated by the appointment by each side of a senior negotiator. Mr. R. D. Johnston, Director of Staff Relations for Treasury Board, was appointed to represent the official side, with Mr. H. Bowen as the staff representative. It is expected that negotiation at this level will remove much of the pressure under which the Joint Council has been working.

## COMMUNITY SERVICE

Civil servants continued their generous support of community projects during the year. 791 pints of blood were donated through the Red Cross Blood Donors' Clinic at Queen's Park and \$5000 were contributed to the Canadian Cancer Society. Both campaigns were under the able direction of Mr. J. K. Owens of the Commission's Secretariat. Mr. E. L. Molloy of the Department of Transport and Mr. W. C. Harper of the Department of Highways conducted a successful campaign on behalf of the United Appeal for Metropolitan Toronto which collected \$96,000 on behalf of the fund. None of these projects could have succeeded without the active support of civil servants in all departments.



# Recruitment Activity in 1964

Continued economic progress in the Province and ever increasing and expanding job opportunities placed the Civil Service in a severe competitive position for qualified entrants. This meant that a greater amount of time, effort and money was required to fill each vacancy. Statistics for the year were as follows:

Vacancies listed by departments .....	2,350
Applications received (all sources) .....	16,300
Interviews conducted.....	8,800
Vacancies filled.....	2,100
Vacancies cancelled or carried over to 1965.....	250

Outstanding vacancies in Metropolitan Toronto at the end of each week during the year averaged 225, a decrease of about 6% compared with 1963.

## CONTINUING COMPETITIONS

During the year the Continuing Competitions Section was established to handle recruitment for employees in high turnover classes such as non-professional office workers, stenographers, typists, secretaries, technicians and skilled tradesmen. This section is composed of selected officers who specialize in the recruiting of employees in these sensitive areas. Special arrangements were made with the Testing Section to conduct examinations twice weekly for certain classes of applicants such as office workers in order to provide maximum service.

The recruitment of typists and stenographers is acknowledged to be an acute problem and is being tackled by the additional approach of recruitment in the United Kingdom. This is being conducted through the co-operation of the Department of Economics and Development who have loaned one of their officials at Ontario House, London, England, to carry out and supervise a recruiting campaign. To date, some positive results have been obtained and there seems to be indications that direct recruiting in the United Kingdom might be the answer to alleviating the domestic shortage of typists and stenographers.

The Continuing Competition Section has been responsible for filling, on an average, 100 vacancies each month.

## SPECIFIC COMPETITIONS

The officers allocated to specific competitions are concerned primarily with the recruitment of employees for administrative, professional and technical positions throughout the Service. Other responsibilities of the group include the post audit and approval of all appointments and promotions, outside Metropolitan Toronto, as well as participation on Selection Boards in co-operation with and at the request of departmental management. The increasing number of vacancies for technical and professional personnel has shown a need for officers to specialize in the market supplying these employees. This specialized service has proved successful and has been welcomed by operating departmental officials. Over 500 competitions were conducted for vacancies with starting salaries ranging from \$4,800 to \$13,500.

## UNIVERSITY RECRUITING

The university recruitment programme was continued and expanded during the year in the face of increasing competition from industry and other government agencies. University Placement Officers and faculty members were helpful in



affording advice to the benefit of the Branch. Recruitment teams conducted campus interviews with graduating students at nine universities. Both Arts and Science students were interviewed; in all 276 interviews were conducted, resulting in 69 offers of employment and 29 graduates were hired. In October and November, 1964, pre-recruitment visits were made to nine universities and two schools of Business Administration attached to these universities. New contacts were made with various faculty members and old ones maintained. Great interest was shown by both the Placement Officers and faculty members in the Commission's Administrative Trainee Programme. Arrangements were made to recruit separately for Administrative Trainees at the various schools of business and public administration. As the competition for graduates is ever growing more intense, arrangements were made in 1964 for the first time for campus recruiting outside the Province of Ontario. This new departure may prove profitable and necessary to attract suitable recruits to the Ontario Government Service which now ranks as one of the largest employing agencies in Canada.

## **HIGH SCHOOL RECRUITING**

In 1964, Recruitment Officers devoted considerable attention to providing career information to graduates of the commercial classes of the Metropolitan Toronto Secondary Schools. Several schools were visited and an officer addressed groups of students, while other Recruitment Officers staffed an information booth at the week-long North York "Careers Exposition". Information was also provided through a counselling service and through work experience projects in which 69 students took part for two weeks in the spring and five weeks in the fall. These projects encompassed a tour of the Legislative Assembly followed by actual work in a department, concluding with a discussion on various aspects of the work and a short talk on careers in the Ontario Government Service.

In the spring, posters and information about career openings for graduates were mailed out to the schools and 167 graduating students entered the special high school competitions for permanent positions in the Ontario Public Service. Of these, 106 graduates were hired and 93 were still employed at the end of 1964.

In the fall, a "Careers Kit" containing literature from a number of Ontario Government departments was sent to Guidance Teachers in the Toronto area.

Contact with the Adult Training Centre was also maintained through an officer acting as High School Liaison Officer, who was a member of the Clerical and Secretarial Committee for programmes operating under the Canadian Vocational Training Agreement between the Federal and Provincial Governments.

## **TESTING PROGRAMME**

Examinations continued to provide Commission and Personnel Officers with objective assessments of candidates' aptitudes, abilities and knowledge. Promotional examinations are constructed for intra and interdepartmental competitions at the request of departments. Standardized objective tests continued to be the basic tools used in the assessment of candidates. Test batteries were being developed for an increasing number of classifications. Tests were also used to assist departments in assessing employees under consideration for promotion, training and transfer.

Every effort was made to prevent the loss of good candidates during testing procedures. Typing and shorthand tests were held four times daily, and qualified candidates were referred immediately to departments for employment. Clerical

examinations were held twice a week; the examinations were marked while the candidates waited and those who were successful were given immediate referrals to departments with vacancies. The extent of the Testing Programme during the years 1963 and 1964 is indicated in the following table:

	1964	1963
Total number of people tested.....	5,811	5,283
Total number of tests used .....	10,209	8,114
Number of categories for which tests used.....	112	52

In addition, preparation of testing material and marking of examinations administered by departmental officials was carried out. For example, examinations were prepared and marked for 348 candidates for the classification of First Class Attendant in the Department of Health and 178 candidates for Labour Standards Officer in the Department of Labour.

# Position Administration

## CLASSIFICATION ACTIVITIES

The Reclassification Programme, as a separate project, was completed during this year by defining and having established the new Machine Operator and Clerical Supply series. Policies and procedures which were accepted for the programme will now form part of standard practice, the maintenance and refinement of which will be a continuing process. The completion of the programme was reflected in the number of formal classification decisions effected by the Branch during the year. The total of 19,888 for the previous year declined to 12,280. This allowed the classification staff to concentrate on areas of activity where new class series were required to reflect properly the changed activities in departments. 307 new classes were established, while 29 other class specifications were modified. 12 existing classes that had never been formally defined had class specifications written. During 1964, 234 classes were deleted, the majority of these being the direct result of prior establishing of classes under the Reclassification Programme. It is expected that the number of class deletions will decline as much of the tidying up after the Reclassification Programme was accomplished in 1964.

The classification staff prepared material for 158 proposed classes. Not all of these were submitted to the Commission for implementation during the year, but all research and development work was completed. A great deal of investigation work was undertaken to effect revisions to existing class series which again will not be implemented until 1965. Examples of significant projects undertaken during the year were:

- a) The Forestry Technician, Conservation Officer and Ranger series were a departure from standard practices as these series were developed in co-operation with the Department of Lands and Forests. These new series covered approximately 1,000 positions and as can be expected the allocation to class levels of the individual positions was of vital concern to the Department of Lands and Forests.

- b) A great deal of effort went into a proposed new Librarian or Library Technician series. This is an area of work which is difficult to define and entailed considerable research on the part of the Classification Officer involved.
- c) A major task was undertaken to consolidate the many farming and gardening classes in existence. This was accomplished successfully and the material was submitted to the Civil Service Commission for implementation in 1965.
- d) The Engineer's Assistant series has been in need of review for a number of years. Some 2,000 employees are concerned here. A Commission Officer has been analyzing these positions together with a senior Engineer in the Department of Highways. A number of specialized class series were indicated which will more accurately reflect the level and type of positions covered.

## Planning and Audit

The Planning and Audit Section completed and distributed the Position Analysis Guide referred to in last year's report. Some 2,500 copies have been distributed. The Guide has fulfilled an urgent need for the publication of standards to be adopted in the departmental preparation of job information. Both job analysts and supervisors have reported favourably on the usefulness of the Guide.

Between April and December, 14 three-day Supervisors' Courses and seven five-day Position Analysts' Courses were conducted by the section for a total of 176 supervisors and 51 analysts.

Plans were laid for the conduct of an additional 13 Supervisors' Courses throughout southern and central areas of the Province and approximately 140 supervisors of eight departments were expected to participate.

Audit Officers continued to carry out reviews of departmental organization structures and during the year 145 organizational studies were made. A total of 1,897 positions was reviewed. This section which has been in operation for less than two years has become an accepted integral part of the classification process.



A CLASSIFICATION OFFICER CARRIES OUT A DESK AUDIT

# Pay Research

During the year the classes to be dealt with under the Reclassification Programme were completed.

A survey on Ontario Provincial Police classes was completed and revised salaries made effective.

A survey was conducted on Social Work and Welfare Administration classes and revised salaries made effective.

A survey was conducted on Inspectional classes. The revised salaries for this group had not been made final at the end of the year.

A survey was started, in co-operation with the Pay Research Bureau in Ottawa, covering technical personnel, e.g., Engineering and Laboratory Technicians. Research work was started late in the year for surveys covering Hospitals and Reformatories. During the year:—

- 307 new classes were formally established
- \$527,000 were needed to establish these new classes
- 1,064 classes were revised; 22,521 civil servants received increases which cost approximately \$8,220,000.

Revisions in salary took place in the following occupational areas:—

- Buildings Superintendence and Caretaking
- Equipment Operation and Equipment Maintenance, e.g., Drivers, Mechanics
- Highway and General Maintenance, e.g., Highway Patrolmen, Highway Equipment Operators, Highway Equipment Instructors
- Administrative Officers, e.g., Bursars, Executive Officers, Hospital Business Administrators, etc.
- Office Equipment Operation, e.g., Computer Technicians, Operators of Offset and Whiteprint Equipment, Bookkeeping Machines, Telephone Switchboard Operators, Tabulating and Key Punch Operators, etc.
- Personnel Classes
- Public Relations Officers, Safety Instruction Officers
- Purchasing Officers and Supply Clerks
- Savings Office Classes, e.g., Ledgerkeepers, Tellers, Accountants
- Skilled Trades, e.g., Electricians, Carpenters, Plumbers, Stationary Engineers
- Technical Classifications, e.g., Construction Superintendents, Interior Designers, Communications Technicians, Architectural Job Captains, Draftsmen, Cartographers, Photogrammetrists, Highway Planning Analysts, Engineer's Assistants, Highway Construction Inspectors, Highway Inspection Assistants, Survey Technicians, Laboratory Attendants and Technicians, Forestry Technicians, Conservation Officers
- X-Ray Technicians and X-Ray Unit Operators
- Ontario Provincial Police Classes—Law Enforcement Personnel



- Professional Classes—requiring an honours B.A. on entry, e.g., Accounting, Personality Valuers, Accountants
- Agricultural Services—Agricultural Representatives and Specialists
- Architects
- Dentists, Physicians, Pharmacists, Psychologists
- Education, Teaching and School Administration—Teachers, Instructors, Principals and Vice-Principals, Masters
- Engineering—Engineers, Computer Programmers (Scientific), Engineers of Mines, Highway District Engineers
- General—Supervisors, Municipal Organization and Administration, Treasury Board Officers, Organization and Methods Officers, Community Planners, etc.
- Geologists
- Nutritionists, Home Economists, Dietitians
- Research Scientists, Scientists and Laboratory Directors
- Legal Personnel—Legal Officers, Crown Attorneys, Assistant Crown Attorneys
- Librarians and Archivists
- Foresters, Conservationists, Biologists
- Statisticians and Economists
- Surveyors, Inspectors of Surveys
- University Instruction—Professors, Lecturers, Deans
- Veterinarians
- Social Workers, Probation Officers, Welfare Field Workers, Rehabilitation Officers

The average annual salary of Civil Service employees at December 31, 1964 was \$4,575, an increase of 3.5% compared to 1963. Comparable average salary rates for previous years were as follows:

1961 — \$4,158	1962 — \$4,264	1963 — \$4,420
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The median salary of Civil Service employees for the year 1964 was \$4,033. This compared with a median salary of \$3,868 for 1963. In percentage terms, the median salary for 1964 was 4.3% higher than that for 1963. It should be noted that on the average Ontario Civil Service salaries kept pace with the industrial composite. (Please refer to Chart 6 in the Appendix for comparative percentage increases).

A highlight of the year was the adoption of a programme for systematically reviewing salaries by occupational group, every other year. This policy was discussed with the Civil Service Association and personnel officers and was accepted by them. Classes are grouped into six schedules, or broad occupational areas. Certain classes are to be selected as "key classes" and a salary survey conducted; other employers who have employees doing similar work will be contacted and salary information obtained from them. Salary data on surveyed classes will be used to establish Civil Service salary ranges; it will also be used to indicate what ranges should apply for classes which are not included in the survey. There are pre-determined review dates; revisions for the occupational group under consideration will all be effective from this date. It is expected internal alignments will be more easily maintained and salary revisions take place in an orderly way.



# Training and Development Services

## SENIOR OFFICERS' CONFERENCE

Training and Development Services conducted a fourth Senior Officers' Conference at University of Guelph, Guelph, Ontario, from May 10 to May 29, 1964.

Dr. R. O. MacFarlane, Director of the Department of Public Administration, Carleton University, acted as a consultant and co-director for the conference again this year. Session leaders included ranking administrators from the Government of Ontario and other jurisdictions as well as academicians from the fields of public administration, business administration, the natural sciences, social sciences and law. Universities represented were Toronto, Western, McMaster, Carleton and Guelph.

A major innovation in the conference programme was a two-day symposium on government's needs of tomorrow. The impact of scientific and technological innovations on modern day society was discussed and changes taking place in economic, social and political relationships along with the implications for the public administrators were considered.

Twenty-three senior officers participated in the 1964 conference. These included administrators from Government of Ontario departments, boards and commissions, the Government of Manitoba and the Government of New Brunswick.

## SENIOR OFFICERS' SEMINAR

Training and Development Services sponsored a one-week experimental Senior Officers' Seminar for the first time in 1964. The seminar was for officers who attended the Senior Officers' Conference in previous years and who wished to participate in a "post-graduate" discussion of further areas of concern to them in public management. Participants were given a free hand in determining the areas they wished to consider as well as the approach they would take.

The Seminar took place at the University of Guelph immediately following the 1964 Senior Officers' Conference. Fifteen officers participated from thirteen departments, boards and commissions of the Government of Ontario including a visiting officer from the Government of Canada and one from the Province of Manitoba. Resource persons came from the universities of McGill, Western, McMaster and Toronto as well as from the Government of Canada and the Government of Ontario.

## MANAGEMENT DEVELOPMENT COURSE

A Management Development Course was developed by Training and Development Services in conjunction with Organization and Methods Services of Treasury Board to be offered early in 1965.

The object of this course is to create a link between the course for first-line supervisors and the Senior Officers' Conference. It is expected that these three courses will develop in such a way as to cater to the developmental needs of all levels of management in the government service between the most recently appointed first-line supervisor and the deputy minister.

The course is designed to provide a blend of theoretical concepts and day-to-day problems of management in the areas of organization, human relations and systems and procedures.

### **SUPERVISORY TRAINING COURSE**

A programme of supervisory training was developed by Training and Development Services this year for supervisors within the Ontario Government other than professional persons.

The primary objective of this course is to help line supervisors develop insight into man management, as well as some basic skills in dealing with people.

### **PERSONNEL OFFICERS' COURSE**

A course in personnel administration for all levels of personnel officers was planned this year to be offered in January, 1965. The course will concentrate on basic skills in personnel administration in the Ontario Public Service and will also provide an orientation to such services as Pay Research, Employee Relations and Training and Development.

### **ORIENTATION SEMINAR**

Training and Development Services continued to offer a weekly orientation seminar addressed by deputy ministers, and other government officials. It is designed mainly for new officers in the Civil Service, but also for other officials who might wish to hear a particular speaker discuss the functions and objectives of his branch or department. A full course normally consists of 29 sessions.

### **SYSTEMS AND PROCEDURES COURSE**

Training and Development Services in conjunction with Organization and Methods Services conducted one course in the appreciation of systems and procedures theory and methods in early 1964 for personnel officers and accountants. This course has been absorbed by the Management Development Programme.

### **ADMINISTRATIVE TRAINEE PROGRAMME**

The training programme for three administrative trainees attached to the Department of Civil Service was completed.

A new administrative trainee programme has been organized jointly with five other departments of government; namely, Agriculture, Economics and Development, Health, Labour and Treasury.

### **TRAINING IN TYPING, SHORTHAND AND OFFICE PROCEDURES**

Training and Development Services proposed a course in typing, shorthand and office procedures for members of the Service who have had training in these skills before but who are not yet able to pass the Civil Service tests, as well as for those who have no such work skills but who would like to acquire them. Facilities would be provided by the Department of Education at the Provincial Institute of Trades and the administrative responsibility would rest with Training and Development Services. A survey of departments on the desirability of instituting such a course was initiated.

## **CERTIFICATE COURSE IN PUBLIC ADMINISTRATION**

The Honourable James N. Allan presented certificates on behalf of the Civil Service Commission to the first graduating class of 35 students at a dinner in the King Edward Hotel, April 22, 1964.

Fifty-eight students are enrolled in the course which is open for nominations in the fall of each year.

## **CRITERIA FOR THE GRANTING OF EDUCATION LEAVE**

The Regulations made under the Public Service Act dealing with Training and Development were amended to include criteria for the support of education for civil servants outside the Public Service.

Various levels of support, ranging from full salary and expenses to the freezing of service credits and superannuation contributions on resignation have been provided. The level of support granted in any particular case is determined by the need of the Service for the skill or knowledge the course will provide.

During 1964, 15 civil servants were granted leave-of-absence with full salary and expenses for educational courses; 8 received payment of course fees and a bursary ranging from \$125 to \$250 per month depending upon the academic level of the course and the marital status of the individual; 54 were granted leave-of-absence without pay for periods of less than one year (of these approximately half were eligible for financial support under Federal-Provincial agreements) and 6 were granted the privilege of freezing their service credits and superannuation contributions.

## **TRAINING NEEDS SURVEY**

The pilot study of the training needs survey initiated in 1963 was completed. The Service-wide study is currently in progress under the technical guidance of the Personnel Research Branch. Results have been compiled to date on the training needs of clerical employees within the Service.

## **CONSULTATION WITH DEPARTMENTS AND LIAISON WITH OUTSIDE AGENCIES**

Training and Development Services continues to provide consultation to departments, boards and commissions on training and development matters. It also carries on liaison with universities, technical schools, associations and other institutions regarding outside courses, seminars, resource personnel, training facilities, etc.

## **OPERATION OF DEPARTMENTAL LIBRARY**

The Department of Civil Service Library was re-established within the Training and Development Services Branch at the time the department moved to 151 Bloor Street West. Volumes on public administration, personnel administration, organization and human relations have been added.

## **SENIOR OFFICERS' CONFERENCE AND SEMINAR REUNIONS**

A reunion for members of the 1963 Senior Officers' Conference took place at the Royal York Hotel early in 1964. A reunion for members of the 1964 Senior Officers' Conference and Seminar was arranged to take place in January of 1965.

# Personnel Research

Before September 1st, 1964, personnel research activities were associated with the Examinations programme. On September 1st, the Personnel Research Branch was established as a separate unit. The main objectives are to promote a scientific approach to the personnel field in the Civil Service, and to develop test validation, attitude surveys, and training evaluation programmes.

The activities in test validation in 1964 included the development of test norms for different groups of applicants. These group norms are used as standards or criteria for comparison of applicants' scores. Norms developed for the General Aptitude Test Battery, the Social Intelligence Test, the Wonderlic Personnel Test, the Short Employment Test and the Office Worker Tests are some examples.

In addition to the validation of tests already in use there have been many requests from departments to develop examinations for jobs where tests have not been used before. Some experimental try-out studies for the development of test batteries were conducted with Food Graders, Department of Agriculture; Apprenticeship Counsellors, Department of Labour; Cartographers, Department of Mines; Night Clerk, Department of Transport.

With the co-operation of the officials in the operating departments, two of the validation studies have been prepared for publication. The first is "Characteristics of Probation Officers, a Validation Study", and the second is "Employment Tests for Cartographers".

A pamphlet of about 20 pages entitled, "A guide for Writing Civil Service Examinations" was prepared and approved for publication. This guide gives examples of questions applicants can expect in Civil Service examinations. The familiarity of applicants with the type of examinations reduces some of the anxiety generally produced in a testing situation.

At the request of the Department of Education, an attitude survey in which almost 50% of the employees in the Department participated, was conducted. The purpose of the survey was to obtain opinions of employees about the effectiveness of the Department's operations. They were asked to express their opinions and feelings about factors such as salary, communication, organization, supervision, training needs, etc. The results were reported only to the Department officials along with some recommendations for consideration.

A pre-retirement study was introduced in an effort to explore the views and reactions of older employees in the Service towards some aspects of their retirement. The idea was to find out what the Government should do and what it could do to help these employees with their retirement planning. Copies of the report will be submitted to the Committee on Aging (Ontario Legislative Assembly)—upon invitation, when the Committee reconvenes after the present legislative session.

The evaluation of training programmes offered by Training and Development Branch is a new area of Personnel Research developed last year. The results of these studies are considered in planning new programmes. The studies, conducted in this area during the year, under review, included three training programmes—the Senior Officers' Conference, the Supervisors' Training Course and the Systems and Procedures Course.

The Personnel Research Branch is co-operating also with the Training and Development Branch in conducting a study of training needs in the clerical occupation.





STAFF AND STUDENTS SUPERVISORY TRAINING COURSE

## **Employee Relations Branch**

This Branch was established in January, 1964, and budget approval was granted by the Legislature by Vote No. 308. Provision was made for funds to be used for the production of an Employee Handbook. A fifty-two page Employee Handbook with the title "Working Together for Ontario" was completed and circulated to all 41,000 employees of the Service. Operating departments were also given sufficient extra copies to supply new employees for the next two years. It was realized that employment conditions are changing and it will probably be necessary for a revised copy to be issued in 1966.

An employee magazine was also produced during the year and distributed to employees at their homes. The magazine was given the title "TOPS" being the initial letters of the Ontario Public Service. Favourable comment and reaction has been received from employees.

The Branch seeks to service departmental management as well as individual employees. Counselling and problem solving might be by letter, telephone, or in person.

Day-to-day contact was maintained with officers of the Civil Service Association and attendance at staff meetings throughout Ontario was frequent. The operations of the Branch during 1964 were exploratory and experience gained during the year indicates that there is an important role to be filled by the Branch.

## **Administrative Services**

The heavy volume of employee transactions reported on last year continued during the first half of 1964 until completion of the Reclassification Programme. Subsequently, although the volume still continued heavy, it was possible to clear up a number of uncompleted projects held over from the previous year. The new system of position coding was applied to the position and personnel inventory systems for all departments. This provided a much more flexible means of providing management information on positions in the Ontario Civil Service. The Data Processing Section was able to read into the inventory particulars of approved complement as sanctioned by the Treasury Department. This meant that by matching the position inventory with the inventory of incumbents of the positions, the necessary information is available to constitute an effective management tool as well as a control facilitating such things as budget preparation.

During the year, the Branch contributed to discussions being held to make maximum use of Data Processing by the pooling of departmental information and resources.

A survey was made during the year by the Field Audit Section of paperwork required for personnel transactions. It is intended to make this a continuing feature of the Section.



# Credits and Perquisites Administration

## ATTENDANCE CREDITS

During 1964, 1,355 eligible employees were paid a total of \$1,255,070 in attendance credits gratuities. The average payment was \$926. In 1963, the total paid out to 1,196 employees was \$1,153,948 for an average payment of \$965. The employees who left the Service and received gratuity payment in 1964 represented 24 percent of total separations.

## PERQUISITE CHARGES

Rentals were set on 15 new units of accommodation and gross rentals revised on 24 units. The new procedure for setting charges for living accommodation described in last year's report resulted in revised charges being levied for almost all properties. In addition, a revised method of assessing charges for services related to living accommodation was instituted. The number of occupied self-contained units with approved rentals is now 1,111.

Payroll deductions for all types of perquisites for the year totalled \$1,210,760. These included living accommodation, services for living accommodation, furnishings, meals and laundry.

The increase in payroll deductions amounted to \$81,712 over the previous calendar year.

## NEW PERMITS TO OCCUPY LIVING ACCOMMODATION

The deputy minister of a department is authorized under Regulation of the Financial Administration Act to issue permits to employees to occupy living accommodation owned by the Ontario Government. During the year these permits were issued by various deputy ministers and provide formal agreements clearly indicating the terms and conditions of the tenancies.

# Characteristics of the Civil Service

## GROWTH OF THE SERVICE

At December 31, 1964, there were 41,415 civil servants on the probationary and regular staffs of the Service. This total is 1,445 more than that of the previous year when the increase was 3,502 over the total in 1962. In percentage terms the 1964 increase amounts to 3.6% comparing with 9.6% for 1963. The reason for the decline in the rate of growth in 1964 is to be found in the reduced number of employees transferred into the Service from unclassified staff.

In 1964, 1,395 unclassified employees were transferred into the Service, whereas in 1963 this figure was 2,341. When these transfers are taken into account, the effective net increase, i.e., civil servants plus unclassified staff transferred, is only 50 or 0.1% for 1964 comparing with 1,161 or 3.2% reported last year. The increase of the unclassified staff is not reported.

The composition of the Civil Service as between male and female employees remains constant, the ratio being maintained at two-thirds for males and one-third for females.

Additional information on the trend of employment in the Civil Service is shown in Charts 1 and 2 of the Appendix. The sizes of the staffs of individual departments are given in Table 1.

TURNOVER RATES

The rate of separation of civil servants from the Service increased during 1964. The reasons for separation, with comparative figures for the past three years, are as follows:

	1964	1963	1962
Resignation.....	4,516	3,313	3,001
Dismissal.....	290	258	217
Superannuation.....	256	291	228
Retirement.....	179	152	108
Death.....	167	185	143
Transfer to another Public Service Jurisdiction	242	12	28
TOTAL.....	5,650	4,211	3,725
TURNOVER RATE %.....	13.9	11.0	10.5

The percentage turnover rate is calculated on the average calendar year enrolment which is obtained by adding the totals at the end of two consecutive years and dividing by two. Analysis of the foregoing figures shows that the turnover rate for probationary staff for 1964 was 37.9%, whereas the percentage turnover rate for regular staff was 9.2%. This compares with the 1963 rates of 29.6% and 7.4% respectively.

Turnover rates for male employees for the year 1964 were 11.7%, for female employees 18.3% comparing with 8.5% and 16.2% respectively for 1963.

The rising percentages of turnover are a matter of concern and merit the attention of the Personnel Research Branch, which has been planned for the coming year.

Information on the reasons why separations occur is obtained from the separation forms completed by departments when an employee leaves the Service for whatever reason. Voluntary separations, of course, are those which are of most interest and significance.

The pattern established in previous reports where the reasons for voluntary separations are predominantly those of seeking better pay, undertaking home responsibilities, and moving from the community was repeated again in 1964 with approximately the same percentage of separations occurring as in 1963. For additional information on turnover trends, reference should be made to Tables 2 and 3 and to Chart 3 in the Appendix.

GROUP TRANSFERS

The year 1964 saw a number of interdepartmental transfers as well as organizational and employment status changes. The Conservation Authorities Branch of the Department of Lands and Forests was transferred to the Department of Energy and Resources Management on April 1st, 1964 and involved 49 civil servants. On the same date the Legislative Library, formerly under the jurisdiction of the Department of Education, was transferred to the Department of the Provincial Secretary and Citizenship. 10 employees were involved. On

this date, too, the Ryerson Polytechnical Institute employing 148 civil servants was separated from the Department of Education and placed under the jurisdiction of an independent Board of Governors. These employees have been recorded as separated from the Service under the heading of "Transfer to Another Public Service Jurisdiction". The same remarks apply to 72 employees of the teaching staff in Provincial Institutes of Trades in the Department of Education who elected to enter into contract employment under the terms of the School Management Committee of the Provincial Government. The Department of Insurance and the Ontario Police Commission were amalgamated with the Department of the Attorney General on April 1st and December 1st respectively.

## EMPLOYEE ABSENCE DUE TO ILLNESS

The average loss of time through illness reported for 1964 was 0.66 days per month per employee compared with 0.69 days in 1963. Expressed in annual terms, this represented a loss of 7.92 days compared with 8.28 days in 1963.

During the past six years, the comparative average monthly figures were as follows:

1959	0.61 days	1962	0.68 days
1960	0.63 days	1963	0.69 days
1961	0.63 days	1964	0.66 days

(Additional details on sick leave trends by departments are shown in Table 4 in the Appendix).

## CIVIL SERVICE HEALTH CENTRES

Six Civil Service Health Centres operating on a full time basis and seven centres operating on a part time basis reported a total of 58,068 visits from employees. This represented slightly less than for 1963. The Civil Service Health Centres established in 1944 seek to forestall absenteeism by detecting minor illnesses and by treating injuries sustained by employees while at work.

# Amendments to Public Service Regulations

The eight amendments made in 1964 reflect developing trends in personnel management. Four of the amendments were negotiated with the employees' representatives.

By these amendments, the Regulations made under the Public Services Act provide new or improved benefits and working conditions.

### Hours of Work, O. Reg. 15/64

This amendment ended a lengthy study of existing practice. A series of schedules covering 36¼, 40 and 44 hour work weeks was established. All employees are now covered by these schedules.

Deputy ministers now have authority as delegated by this amendment to designate hours of work other than provided by the schedules. When an employee is moved from one schedule to another, the employee's salary is computed on a pro rata basis.

**Maternity Leave, O. Reg. 52/64**

Employees must have at least one year of continuous service to claim eligibility for maternity leave benefits under this Regulation.

**Ontario Provincial Police Negotiating Committee, O. Reg. 124/64**

This regulation provides a negotiating procedure for the O.P.P. They were not covered until this amendment was passed. The Committee included three members appointed by the Lt. Governor in Council and three by the Ontario Provincial Police Association.

**Layoff and Recall Procedures, O. Reg. 167/64**

This regulation complements the Statutory provisions governing release from employment. It gives retention and rehiring rights based on seniority and occupation. By the end of the year these provisions had not yet been used.

**Educational Leave, O. Reg. 207/64**

Leave of absence needs were studied prior to establishing this new procedure. The main criteria is the degree to which the department and the Government Service benefits from additional training. Assistance to employees ranges from full pay and costs to the privilege of reactivating service credits if re-employed by the Service within two years of resignation to return to school.

**Overtime, O. Reg. 244/64**

Section II of O. Reg. 190/62 was completely withdrawn and this new regulation established. It results from decisions of the Ontario Joint Council after negotiation.

Pay for overtime and standby time are provided as set forth by appropriate schedules. Compensating time for overtime is continued for certain personnel not covered by overtime pay schedules. Effective April 1, 1965, employees will be compensated at one-and-a-half times their hourly rate or one-and-a-half hours off for each hour worked, as applicable.

**Teachers' Attendance, O. Reg. 308/64**

This regulation brought the Ontario Service more in line with the existing practice of Ontario School Boards. Teachers may now be permitted sick leave credit up to a maximum of 45 days on entering the Ontario Public Service. Credits are to be used for sick leave only and do not create eligibility for a gratuity.

**Overtime and Hours of Work Schedules, O. Reg. 337/64**

This amended the Schedules 3-6 under O. Reg. 15/64 and Overtime Schedule 7 under O. Reg. 244/64. No new procedures were created by the amendment.





A RECRUITMENT INTERVIEW

# Ontario Joint Council

As a result of amendments made to the Public Service Act in 1963, the Ontario Joint Council was established as the agency for negotiation between public servants and the Government on matters concerning terms of employment, including working conditions, remuneration, leaves and hours of work. The establishment of the Joint Council, its procedures and composition of membership were dealt with in the last annual report of the Civil Service Commission.

During 1964, the Joint Council met at least once a month and on other occasions when it was necessary. A number of items were placed on the Agenda of the Joint Council during the year and a significant proportion of these items were resolved and finalized by the Joint Council and implemented.

In January, a decision was reached by the Council concerning the classifications and pay rates for Assistant Chief Attendants employed in Ontario Hospitals. This decision was forwarded to the Civil Service Commission for implementation.

On the basis of discussions in the Joint Council which were completed in February, amendments were made to the Public Service Superannuation Act opening an option for employees to pick up arrears of contributions with respect to prior service.

In June, negotiations were completed concerning payment for overtime and standby time, and a list of classifications was agreed upon to be covered by the agreement. The necessary changes in the overtime and standby regulations were incorporated in Sections 11, 11a and 11b of the Regulations under the Public Service Act and took effect from June 1, 1964. These revised Regulations provided for pay at straight time for overtime performed from the 1st day of June, 1964 and for a time and one-half rate of overtime pay commencing April 1, 1965.

The provisions of a new Regulation covering layoff and recall subsequently incorporated in Section 14a of the Regulations were determined by negotiations in the Joint Council which were completed in July, 1964.

An item concerning conditions of employment for the unclassified staff was given lengthy consideration during 1964 and the recommendation in respect of benefits to persons on the unclassified staff was completed in September, 1964, but was to be made effective April 1, 1964. The necessary changes in the Regulations to implement this recommendation are being made by the Department of Civil Service.

The question of fringe benefits for the Ontario Public Service resulting from the Association's request for Government participation in Hospitalization and Medical-Surgical Insurance Plans was given consideration by the Joint Council through most of the year. The Ontario Joint Council was unable to finalize this matter and it was referred to the Civil Service Arbitration Board under the terms of the Public Service Act providing for determination of such matters by the Arbitration Board. This was the only matter under negotiation during 1964 upon which the Joint Council was unable to reach a final decision and which was therefore found necessary to refer to arbitration.

In an effort to expedite negotiations between the official and staff sides of the Joint Council in August, 1964, each side appointed a senior negotiator responsible to his side of the Joint Council. These negotiators are to deal with negotiable matters and attempt to resolve them subject to ratification



by the Joint Council. It is hoped that the appointment of these negotiators will permit a good deal of the detail of negotiations to be carried on between regular meetings of the Joint Council rather than taking up the time of the Joint Council at its meetings.

## Appeals Procedure

The Appeals Procedure for the Ontario Civil Service is divided into two parts. One part provides for appeals to the Public Service Grievance Board to arbitrate grievances in respect of terms of employment, working conditions or discharge. Grievances under this part receive attention at three steps in the department. At the third step the deputy minister of the department in which the grievance originates investigates and gives his decision. If the grievor is not satisfied with the decision of the deputy minister, an appeal may be made to the Public Service Grievance Board.

The other part of the Appeals Procedure provides for appeals on matters of classification. Where the grievance is that the grievor's position should be classified, or is in the wrong classification, the grievance is first presented to the immediate supervisor and then to the deputy minister of the department. If the grievor is not satisfied with the decision of the deputy minister he may present his grievance to the Chairman of the Civil Service Commission who directs the matter to the Classification Rating Committee to be heard.

### PUBLIC SERVICE GRIEVANCE BOARD

During the year the Grievance Board received 48 applications for hearings. One was withdrawn before the hearing was held. The Board met 39 times to hear and dispose of the remaining 47 grievances. Two of the hearings were held in Burwash. Disposition of the grievances heard was as follows:

Withdrawn at or following the hearing .....	1
Decisions in favour of the Administration .....	29
Decisions in favour of the Grievors .....	14
Resolved by the parties at or after hearing .....	2
Decisions reserved or pending .....	1

Early in the year Mrs. D. A. Homuth, Vice-Chairman, submitted her resignation. This was accepted in May.

On May 14th, Mr. Frank E. Wood, O.B.E., was appointed a member of the Grievance Board for a period of one year. Mr. Wood has had extensive experience in industry and government. He is a member of the Institute of Chartered Accountants, a member of the Ontario Government Milk Industry Enquiry Committee, and is a Research Officer in the firm of Reed Shaw and McNaught, Insurance Agents.

On December 1st, Mrs. Elizabeth Smith was appointed to the Board for a period of one year. Mrs. Smith is a graduate of McGill University and also of the Harvard-Radcliffe Programme in Business Administration. Before forming Personelle Placement Service, which she has been managing for a number of years, she was Personnel Director of the Ontario Research Foundation.

Both Mr. T. R. Hilliard, Deputy Minister, Department of Energy and Resources Management, and Mr. D. A. Crosbie, Director of Legal Services, Department of Highways, were re-appointed for a further year.

Professor R. Presgrave, School of Business, University of Toronto, continued as Chairman of the Board.

CLASSIFICATION RATING COMMITTEE

During 1964, the Chairman of the Civil Service Commission referred to the Classification Rating Committee for hearing a total of 30 grievances on matters of classification. Of this number 3 were withdrawn before hearing and 6 were scheduled to be heard early in 1965. Of the 21 grievances heard by the Committee, 17 resulted in decisions supporting the administration, and 4 in decisions supporting the grievors.

Professor J. A. Sarjeant, School of Business, University of Toronto, continued as Chairman, and Mr. J. A. Bridges, Manager, Personnel Department, Toronto Hydro-Electric System, remained as a member of the Committee.

To further expedite the hearing of classification grievances—without placing increased demands on the time of these members—an additional appointment was made. Mrs. Elizabeth Smith, who was appointed a member of the Public Service Grievance Board, was also appointed a member of the Classification Rating Committee, effective December 1st, 1964.

It is expected that the Committee will continue to sit as a three-member Committee with the third member for each hearing being selected from a department other than the one in which the grievance arises.

Advisory Councils

The Civil Service Commission has the responsibility for assisting departments in arranging for the election of members to Councils, and for making or amending regulations in respect of these Councils.

Advisory (Departmental and Branch) Councils are established or continued at the discretion of the deputy minister of each department. A Departmental or Branch Council deals only with matters pertaining to its department or the employees therein. They are advisory and make recommendations to study and consider the improvement of methods for carrying on the public business in the department; the provision of means whereby the ideas and experience of members of the departmental staff may be considered and utilized; and matters pertaining to the well-being of the employees in the department.

The recommendations of a Branch Council are directed to the administrative head of the unit which the Branch Council serves, and/or to the Departmental Council. The recommendations of a Departmental Council are made to the deputy minister of the department.

18 Departmental Councils and 98 Branch Councils were in operation throughout the Public Service during 1964. The Branch Councils were in the following departments:

Health .....	19
Highways .....	28
Lands and Forests .....	26
Reform Institutions .....	25

# Personnel Department

The Council is composed of the personnel director of each department of Government or an alternate, nominated by the deputy minister, with the approval of the Chairman of the Civil Service Commission.

The Council meets regularly to discuss personnel matters of common interest and is encouraged to forward recommendations to the Civil Service Commission for consideration and implementation.

During the year the Council organized a number of special committees to explore problems arising in day-to-day activities. Each committee was allocated a specific subject for consideration. The membership of the Council was kept informed by way of committee reports. Most active of the committees were those dealing with communications and grievances. Another committee made recommendations on recruiting procedures, and these were forwarded to the Commission for consideration.

The experience of this method of operating by the Personnel Council was deemed satisfactory and will be continued in 1965.

TABLE 1—CIVIL SERVICE ENROLMENT, JANUARY 1, 1964—DECEMBER 31, 1964

Departments	Total Staff December 31, 1963	Appointments	Separations	Transfers		Total Staff December 31, 1964
				In	Out	
Agriculture.....	1,814	269	214	5	6	1,868
Attorney General.....	1,172	169	142	19	5	1,213
Provincial Police.....	2,884	559	222	28	9	3,240
Civil Service.....	128	40	25	11	17	137
Economics and Development.....	238	53	42	8	29	228
Education.....	1,961	424	450	19	17	1,937
Energy and Resources Management.....	80	13	13	54	4	130
Health.....	1,039	261	205	24	12	1,107
Hospitals.....	11,829	2,293	2,087	131	145	12,021
Highways.....	7,878	1,491	911	8	31	8,435
Labour.....	474	124	54	11	8	547
Lands and Forests.....	2,523	202	172	5	68	2,490
Lieutenant-Governor.....	2	1	1		2	
Mines.....	245	46	32	3	6	256
Municipal Affairs.....	274	60	63	5		276
Prime Minister.....	19	5	2	5	2	25
Provincial Auditor.....	73	6	9	1	1	70
Provincial Secretary and Citizenship.....	384	73	64	14	5	402
Public Welfare.....	624	120	90	6	7	653
Public Works.....	1,607	107	155	7	10	1,556
Reform Institutions—inside.....	145	16	8	9	5	157
Reformatories.....	1,967	258	253	24	31	1,965
District Jails.....	206	13	18	3	1	203
Tourism and Information.....	152	27	22	33	1	189
Transport.....	996	196	171	6	8	1,019
Treasury.....	1,256	267	225	11	25	1,284
University Affairs.....		2		3		5
TOTAL.....	39,370	7,095	5,650	453	453	41,415

The transfer of the Housing Branch of the Department of Economics and Development to the newly established Ontario Housing Corporation, effective November 1, 1964 is not included in this report.

TABLE 2—SEPARATIONS IN THE CALENDAR YEAR 1964

Reason	Total	Regular	Probationary	Males	Total Females	Married Females
STATUTORY .....	435	365	70	323	112	26
INVOLUNTARY						
insufficient qualifications .....	37	1	36	25	12	3
habitual tardiness .....	10	1	9	6	4	2
unauthorized absence .....	73	20	53	53	20	12
inefficient performance .....	120	14	106	80	40	16
insubordination .....	5	1	4	4	1	—
improper conduct .....	38	20	18	33	5	4
offence against Criminal Code .....	7	4	3	6	1	—
VOLUNTARY						
home responsibilities .....	834	498	336	34	800	647
change of community .....	676	359	317	201	475	223
continuation of education .....	316	101	215	210	106	15
entering own business .....	89	66	23	75	14	7
retiring from work .....	68	52	16	26	42	22
better paid position .....	1,552	953	599	1,262	290	92
health reasons .....	275	131	144	89	186	122
DISSATISFIED WITH						
remuneration .....	79	42	37	68	11	5
working conditions .....	89	34	55	49	40	21
job assignment .....	104	38	66	53	51	19
prospects for advancement .....	37	22	15	26	11	4
no reason given .....	397	153	244	237	160	68
TRANSFER to another Public Service Jurisdiction .....	242	124	118	215	27	8
DEATH .....	167	144	23	141	26	9
TOTAL	5,650	3,143	2,507	3,216	2,434	1,325

**TABLE 3—1964 SEPARATIONS**

	Total	Males	Total Females	Married Females
Resignations .....	4,516	2,330	2,186	1,245
Dismissed .....	290	207	83	37
Superannuation .....	256	195	61	15
Retirement .....	179	128	51	11
Death .....	167	141	26	9
Transfer to another Public Service Jurisdiction .....	242	215	27	8
<b>Total</b> .....	<b>5,650</b>	<b>3,216</b>	<b>2,434</b>	<b>1,325</b>

**PERCENTAGE DISTRIBUTION OF SEPARATIONS**

**By Age Groups**

	1964	1963
Age interval (in years)		
Under 20 .....	5.5	6.2
20-30 .....	41.1	40.1
30-40 .....	21.1	19.0
40-50 .....	13.7	13.1
50-60 .....	8.3	8.2
60-70 .....	8.5	10.5
70 and over .....	1.8	2.9
<b>Total</b> .....	<b>100.0</b>	<b>100.0</b>

**Quartiles**

	1964	1963
25% were	24.2 years of age or less	23.9 years of age or less
50% were	32.2 years of age or less	31.6 years of age or less
75% were	44.7 years of age or less	47.0 years of age or less

**By Years of Service**

	1964	1963
A Maximum of		
1 year or less	16.0	16.0
2 years or less	40.8	39.7
3 years or less	52.2	51.8
4 years or less	60.8	59.2
5 years or less	66.0	64.9



**TABLE 4—PER CAPITA MONTHLY ABSENCE DUE TO ILLNESS WITH PAY  
FOR THE CALENDAR YEARS 1960-1964**

<b>Departments</b>	<b>1960</b>	<b>1961</b>	<b>1962</b>	<b>1963</b>	<b>1964</b>
Agriculture.....	.35	.36	.44	.44	.42
Attorney-General.....	.50	.53	.59	.56	.52
Provincial Police.....	.43	.42	.49	.32	.28
Civil Service.....	—	—	.56	.56	.63
*Commerce and Development.....	.63	.67	—	—	—
Economics.....	.77	.97	—	—	—
**Economics and Development.....	—	—	.77	.73	.75
Education.....	.40	.37	.38	.39	.40
Energy & Resources Management .....	.30	.42	.59	.58	.53
Health.....	.63	.56	.60	.76	.74
Hospitals.....	.74	.74	.82	.87	.76
Highways.....	.69	.70	.69	.73	.75
Insurance.....	.57	.52	.49	.66	.60
Labour.....	.87	.77	.88	.70	.75
Lands and Forests.....	.47	.43	.48	.47	.43
Mines.....	.56	.51	.67	.67	.61
Municipal Affairs.....	.61	.75	.87	.72	.64
Prime Minister.....	.72	.60	.25	.40	.55
Provincial Auditor.....	.54	.64	.52	.64	.43
Provincial Secretary and Citizenship .....	.91	.87	.95	.87	.89
Public Welfare.....	.65	.62	.62	.63	.68
Public Works.....	.78	.83	.88	.93	.91
Reform Institutions (inside).....	.76	.90	.63	.77	.64
Reformatories and Jails.....	.50	.47	.55	.57	.55
Tourism and Information .....	.86	.76	.93	.85	.76
Transport.....	.78	.81	.74	.76	.79
Treasury.....	.79	.79	.78	.72	.80
Entire Service.....	.63	.63	.68	.69	.66

\* Prior to January 27, 1961, the Department of Commerce and Development was known as the Department of Planning and Development.

\*\* On December 15, 1961, the Department of Economics and the Department of Commerce and Development amalgamated to form the Department of Economics and Development.

Employees  
(in 1000's)

CHART 1

TREND OF CIVIL SERVICE EMPLOYMENT 1954-1964

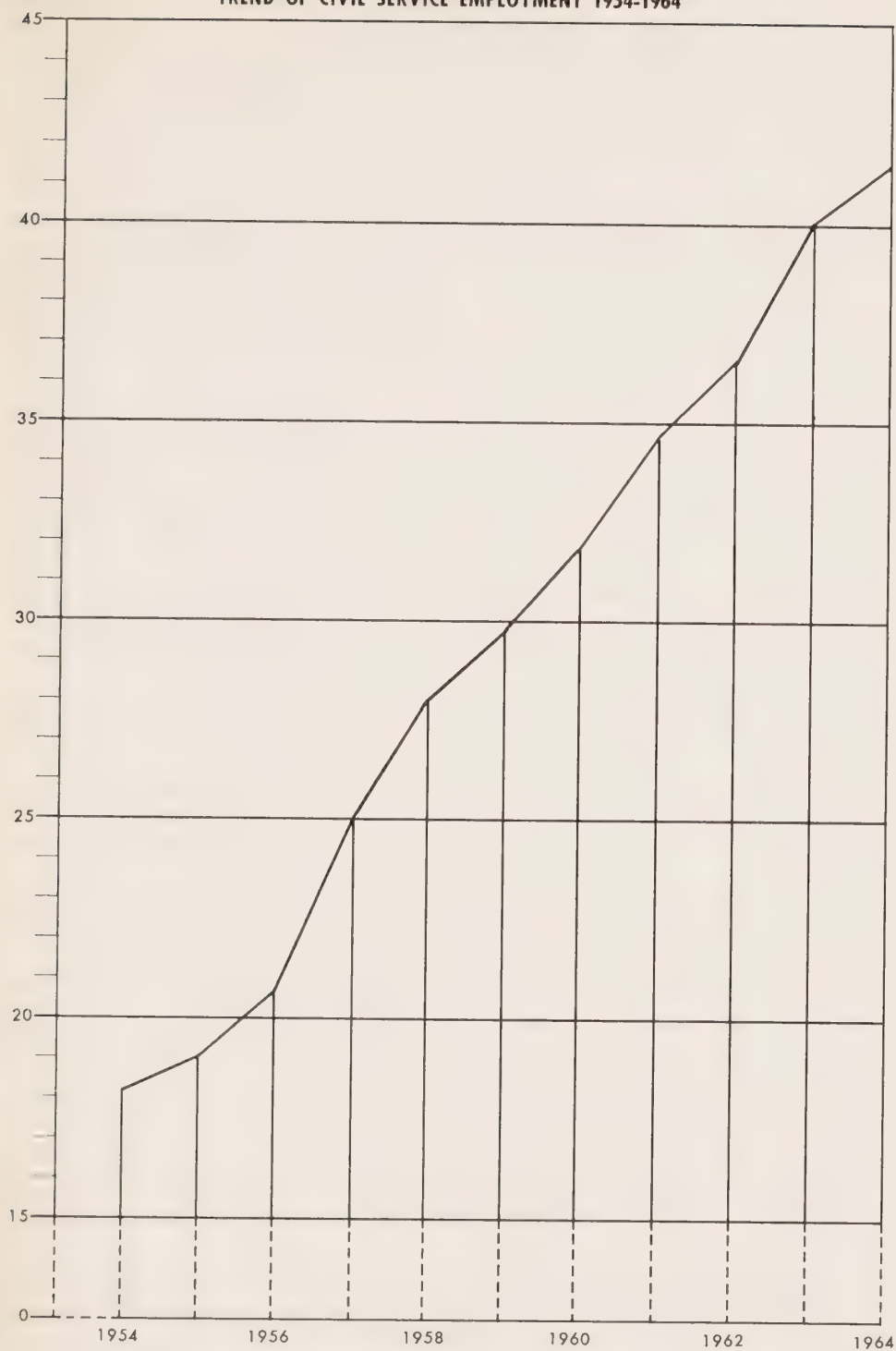
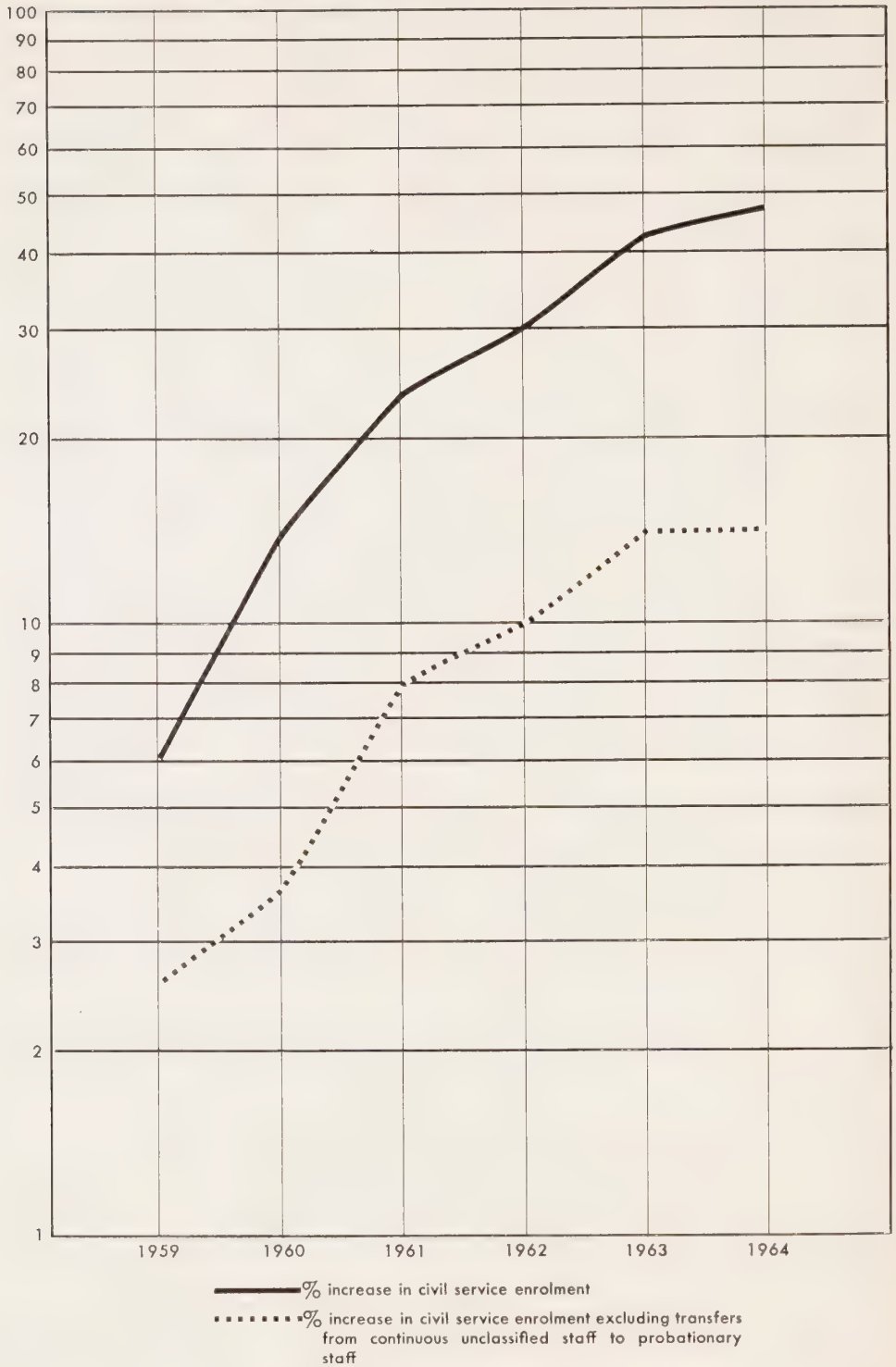


CHART 2

% CUMULATIVE PERCENTAGE INCREASE IN CIVIL SERVICE ENROLMENT 1959-1964



The December 31, 1958 enrolment of 28,078 was used as base.

CHART 3  
PERCENTAGE STAFF TURNOVER 1960-1964

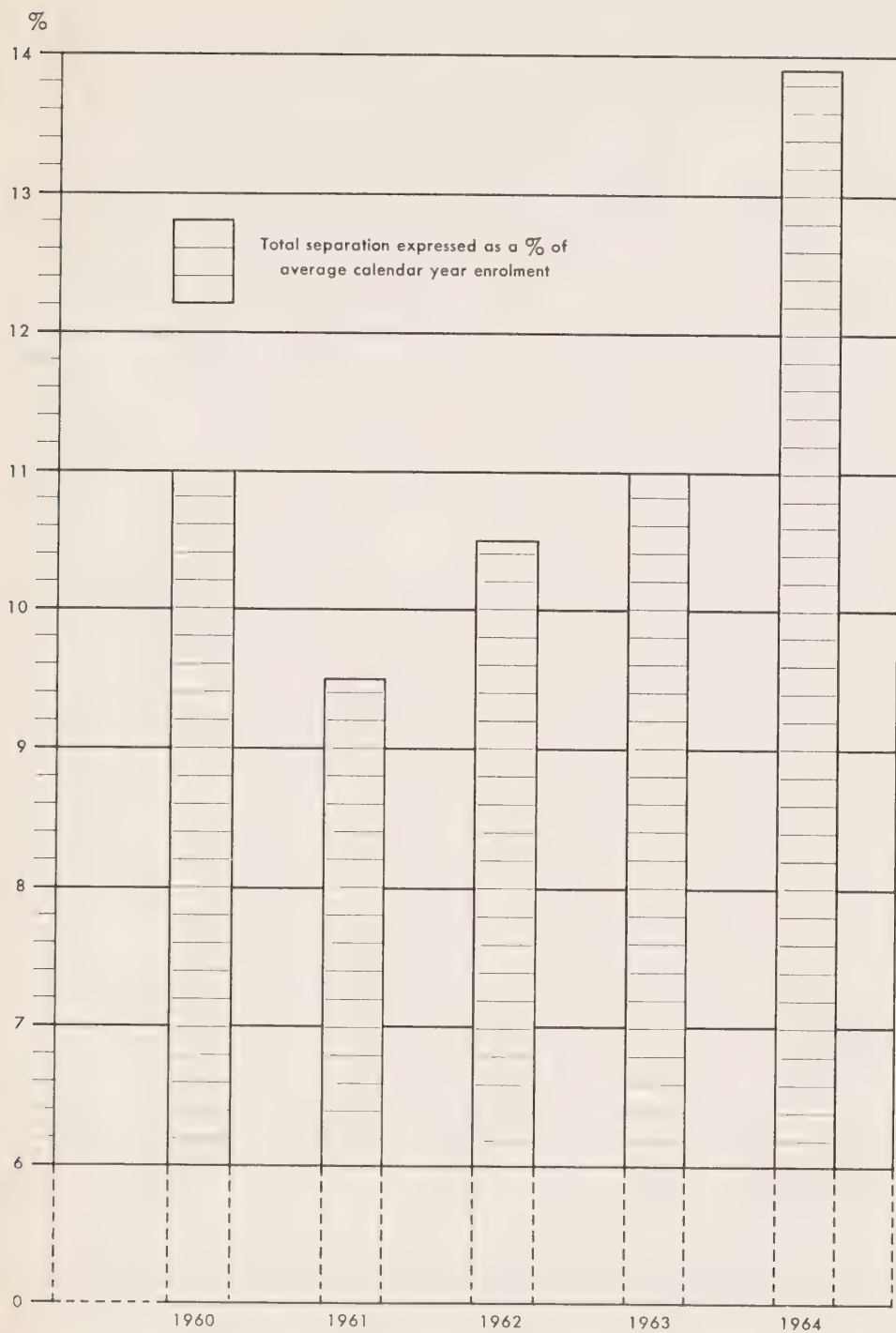


CHART 4

PERCENTAGE DISTRIBUTION OF STAFF—BY YEARS OF SERVICE  
AS OF DECEMBER 31, 1964

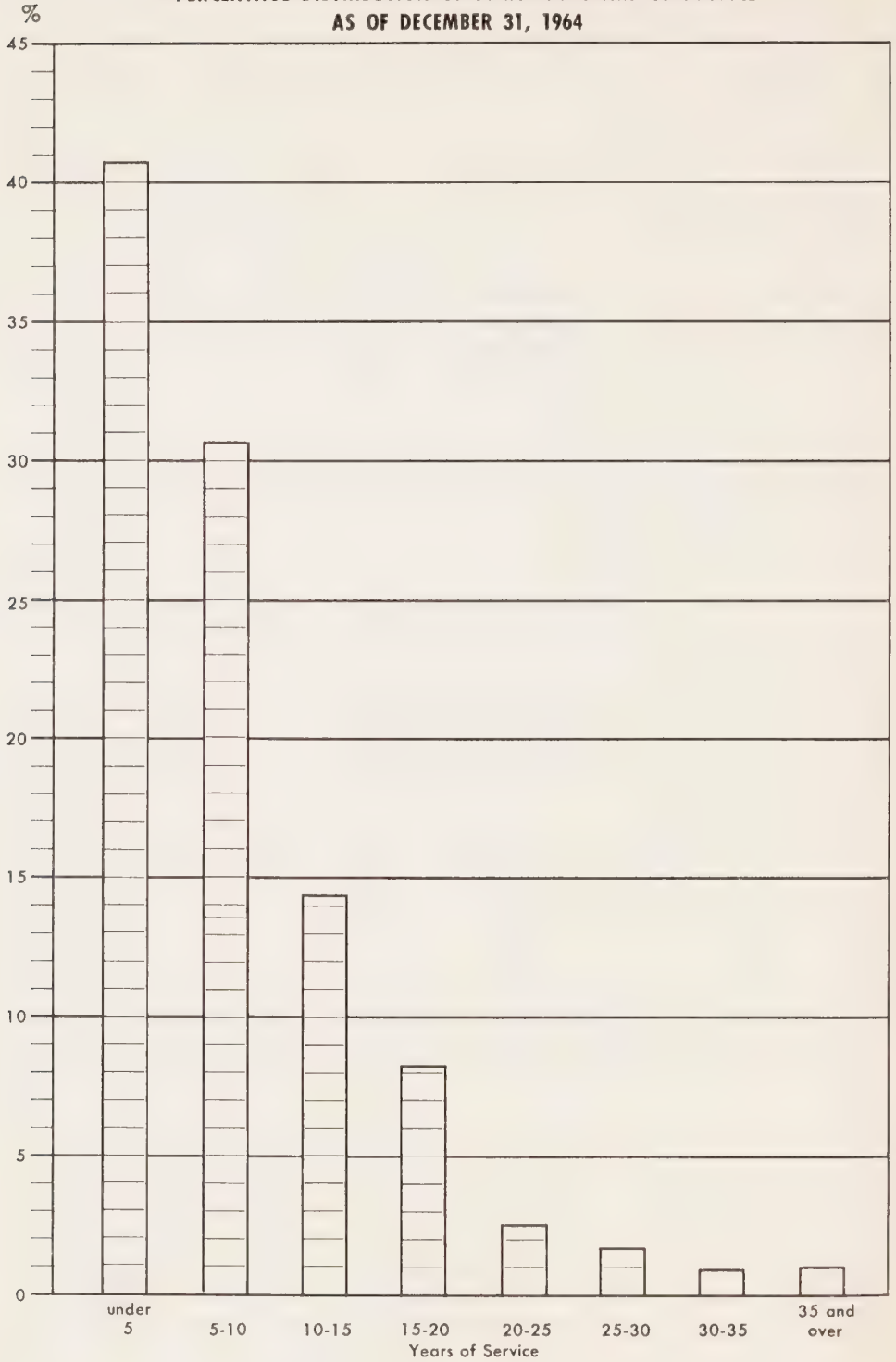
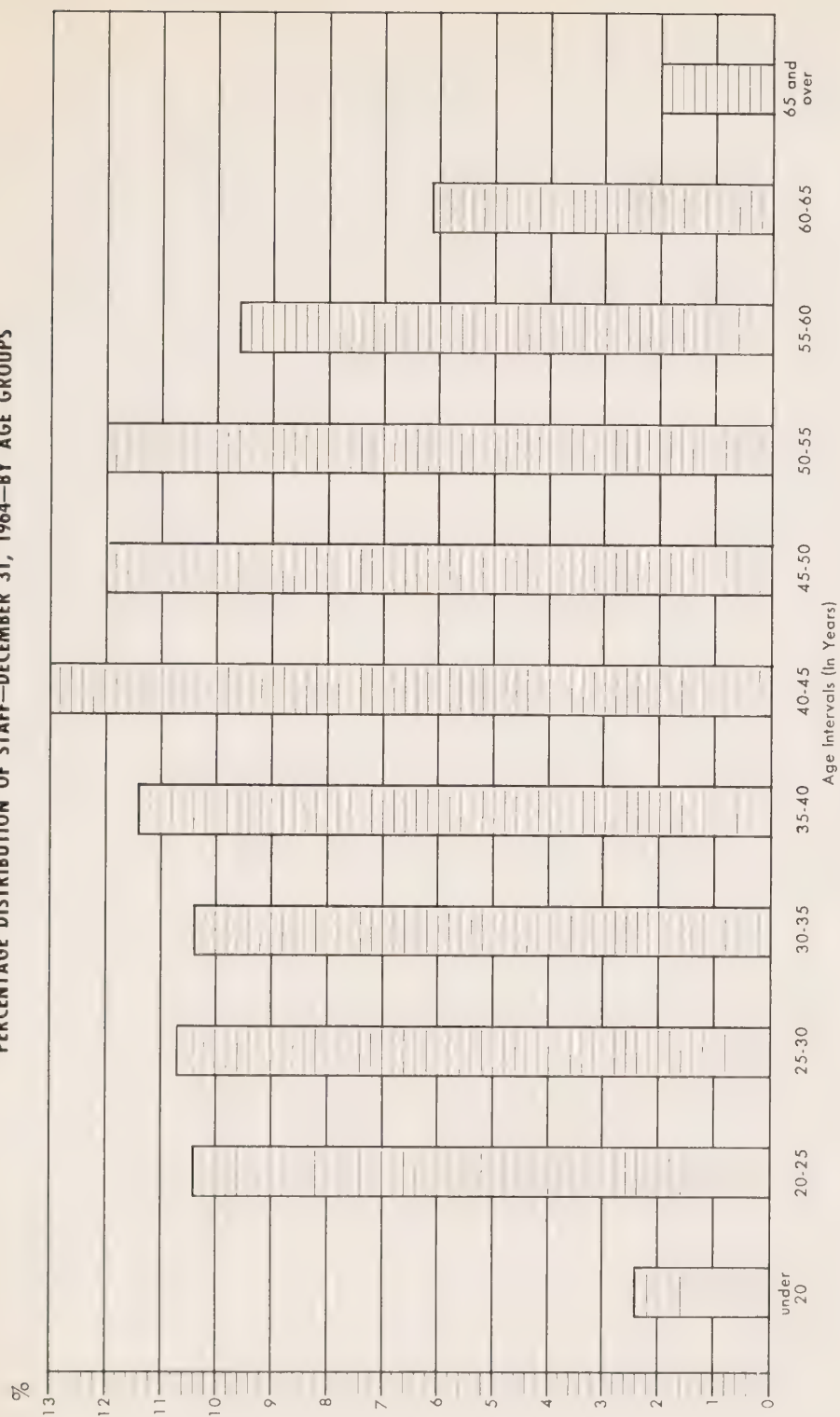
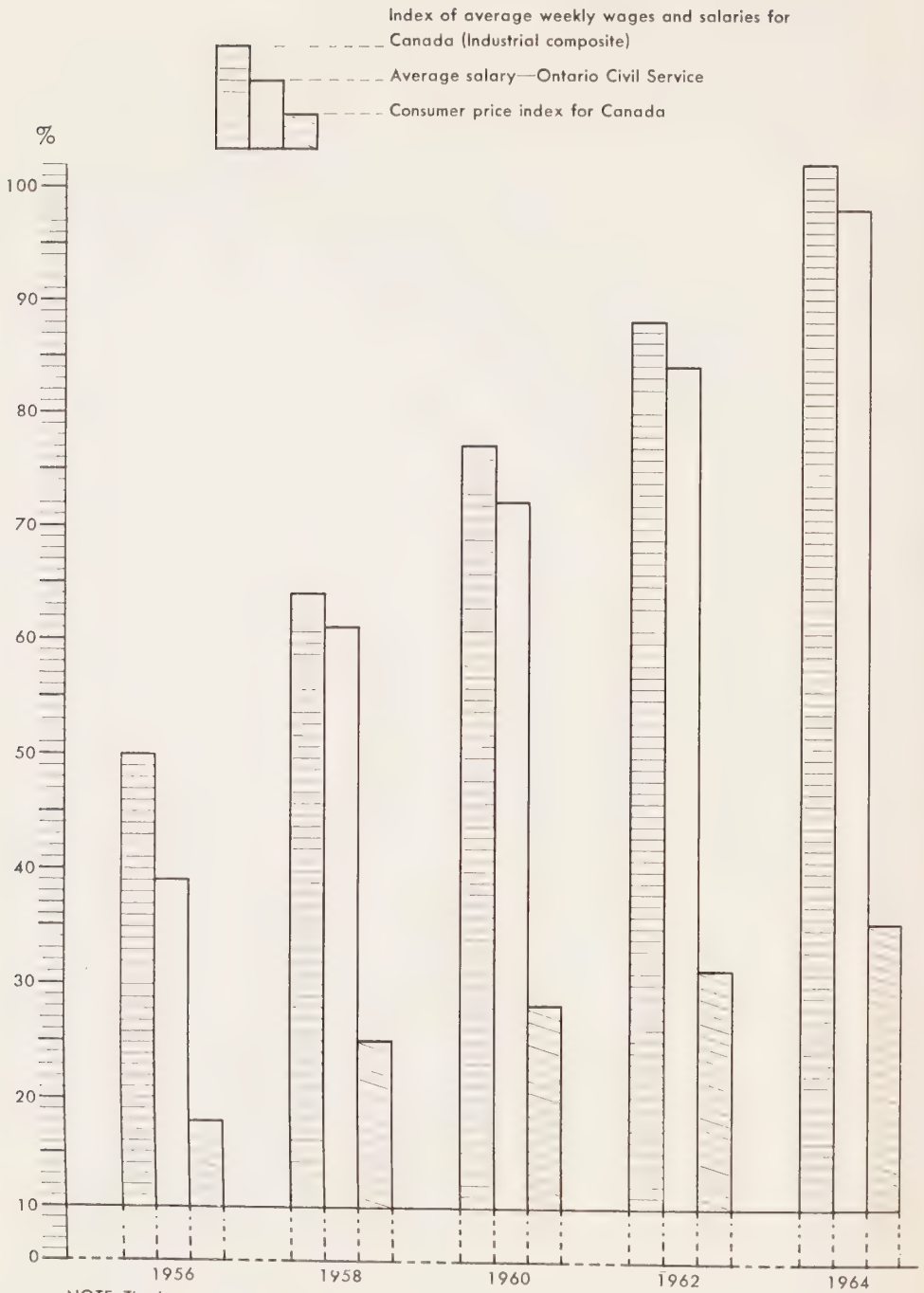


CHART 5  
PERCENTAGE DISTRIBUTION OF STAFF—DECEMBER 31, 1964—BY AGE GROUPS





**CHART 6**  
**PERCENTAGE INCREASE**  
**1956-1964**  
**in**



**CHART 7**  
**PERCENTAGE DISTRIBUTION OF CIVIL SERVICE STAFF**  
**BY SALARY RANGES**

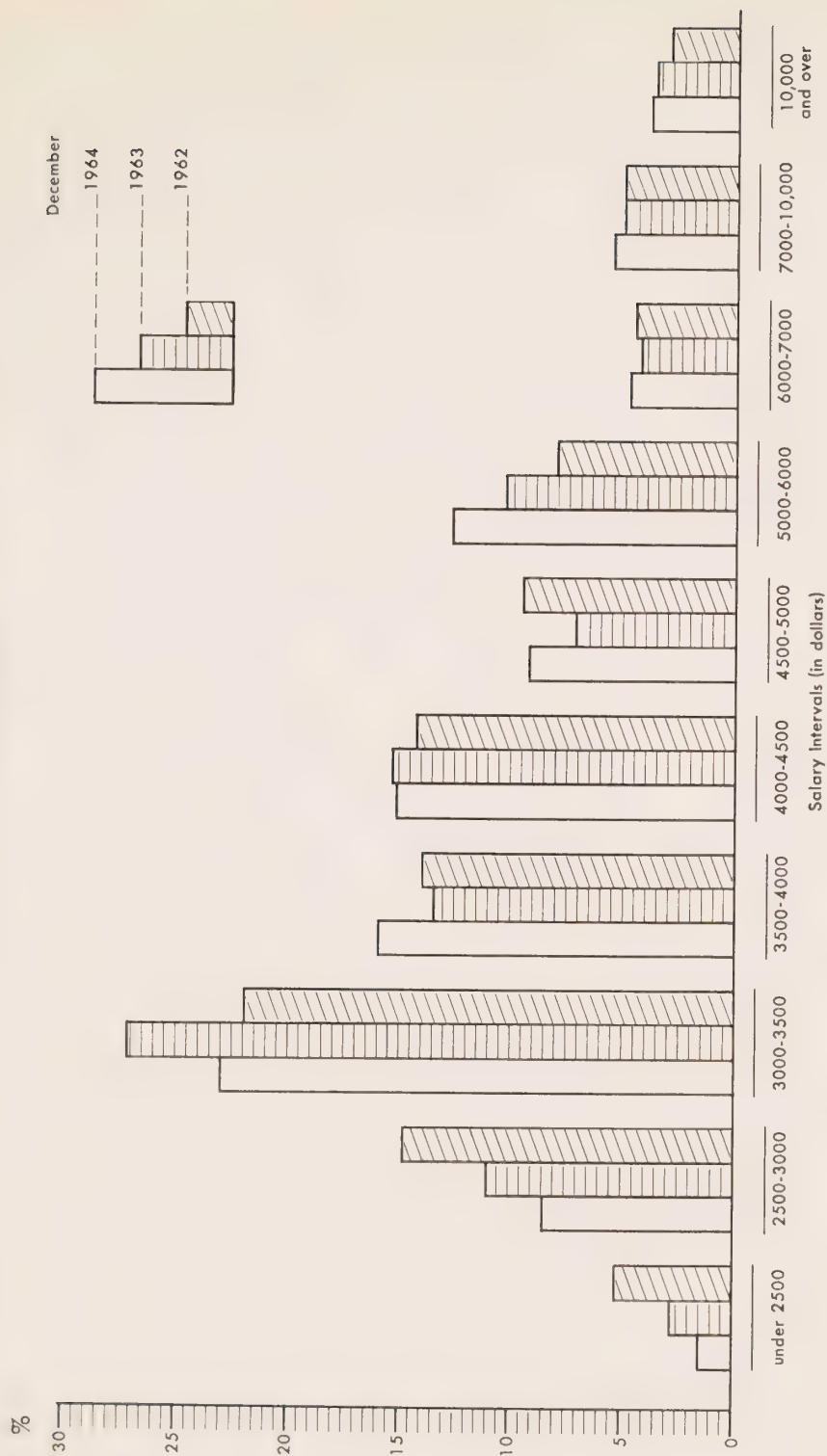














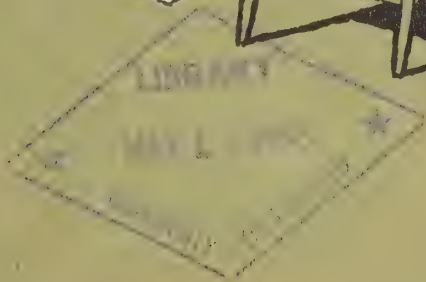
Photo by McCULLAGH Studio  
Excavation in Bay-Wellesley area to right of Parliament Buildings is site of  
multi-million dollar Queen's Park Project.



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Ontario  
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Government  
Publications



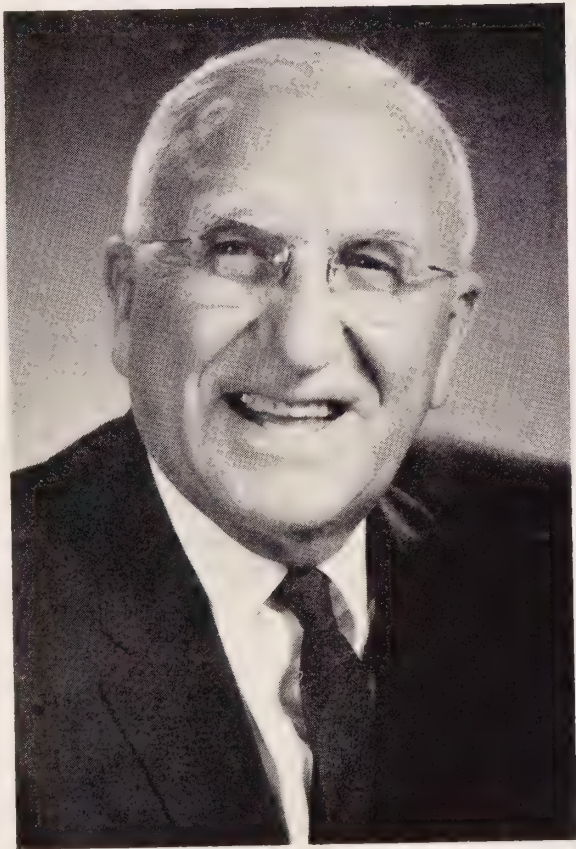
ONTARIO

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# **REPORT of the Civil Service Commission 1965**

PRINTED BY ORDER OF  
THE LEGISLATIVE ASSEMBLY OF ONTARIO  
SESSIONAL PAPER NO. 35





The Honourable James N. Allan, LL.D.,  
Treasurer of Ontario

*To: The Honourable W. Earl Rowe, P.C. (C),  
Lieutenant-Governor of the Province of Ontario.*

*MAY IT PLEASE YOUR HONOUR:*

*The undersigned has the honour to transmit  
the Annual Report of the Civil Service Commis-  
sion of Ontario for the year ending December 31,  
1965.*

*Respectfully submitted,*

*Treasurer of Ontario*





D. J. Collins, Chairman, Civil Service Commission

*To: The Honourable James N. Allan, B.S.A., LL.D.,  
Treasurer of Ontario*

*Sir:*

*I have the honour to present to you the Annual  
Report of the Civil Service Commission and the  
Department of Civil Service for the year ending  
December 31, 1965, pursuant to Section 4(g) of the  
Public Service Act.*

*I am, very respectfully,*

*Chairman, Civil Service Commission.*

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## as of December 31, 1965

## Civil Service Commission

## Department of Civil Service

Deputy Minister .....	D. J. Collins
Executive Director, Recruitment and Research ..	D. N. Omand
Executive Director, Personnel Management .....	H. Copland
Director, Position Administration Branch .....	A. S. Clark
Director, Administrative Services Branch ..	A. Hemmingway
Supervisor, Data Processing .....	N. G. Crowe
Director (Acting), Recruitment Branch .....	R. Tribe
Director, Training and Development Branch ...	S. Davidovich
Director, Pay Research Branch .....	Mrs. E. J. Etchen
Director, Personnel Research Branch .....	S. D. Saleh
Supervisor, Employee Relations .....	H. J. Mace
Supervisor, Planning and Audit Branch .....	K. W. Skelton
Editor, Publications .....	A. P. Heathcote

Chairman .....	Mr. A. R. Dick, Q.C.
Staff Side .....	Mr. W. J. Foster
	Mr. G. K. Garbig
	Mr. G. T. Gemmell
	Mr. M. J. Staunton
Management Side .....	Mr. A. T. C. McNab
	Mr. T. R. Hilliard
	Dr. H. E. Elborn
	Mr. J. B. Metzler
Special Negotiators .....	Mr. R. D. Johnston
	Mr. Harold Bowen
Council Secretary .....	Mr. J. P. Culliton

## The Public Service Grievance Board

Chairman .....	Professor R. Presgrave
Members .....	Mrs. Elizabeth Smith D. A. Crosbie W. C. Alcombrack F. E. Wood
Secretary .....	J. P. Culliton

### Classification Rating Committee

Chairman .....	Professor J. A. Sarjeant
*Member .....	Mrs. Elizabeth Smith
Member and Chairman in his Absence .....	J. A. Bridges
Secretary .....	J. P. Culliton

\*In addition to the permanent members, a third member is named by the Chairman of the Civil Service Commission for each grievance from the ranks of the Personnel Directors.



Mr. D. J. Collins, Chairman of the Civil Service Commission, welcomed Grade 12 students to "Work Experience Week"



# SIGNIFICANT DEVELOPMENTS

## Re-organization of the Department

Early in 1965 the Department of Civil Service was re-organized into two main divisions, each under the supervision of an Executive Director reporting to the Deputy Minister. One of these divisions carries the designation of Personnel Management and includes branches responsible for Position Administration, Training and Development and Administrative Services.

The second major division carries the designation Recruitment and Research and includes the branches responsible for Recruitment and Testing, Personnel Research and Employee Relations. The Executive Directors responsible for these two major divisions were appointed early in 1965.

## Recruitment

The impact of full employment was most noticeable and the Civil Service again experienced another year of extreme competition with industrial and other organizations for qualified and suitable candidates.

The demand for skilled and semi-skilled clerical staff remained constant, emphasis being placed by departments on educational qualifications, satisfactory work history and personal suitability. A high percentage of applicants (approximately 75%) failed to meet these requirements. The Department of Civil Service, in keeping with competing organizations, is determined to maintain the highest possible standards in its selection process.

Departmental requirements for administrative, professional and technical staff increased due to expansion and to the adoption of new Government programmes. Concerted efforts have been made by the Recruitment Branch to provide



H. Copland, *Executive Director, Personnel  
Management*



*D. N. Omand, Executive Director, Recruitment  
and Research*

every assistance in the hiring process. One such programme was the recruitment of staff for the new Medical Services Insurance Plan: from November 1st, 1965, the date on which advertising began, to December 31st, 1965, 160 persons were referred to O.M.S.I.P. for consideration and 106 vacancies were filled. A further nine positions were filled by transfer of personnel from other departments. Recruiting has been largely for clerical workers, but a number of other specialized staff were recruited. Salaries ranged from \$2,640 to \$13,000. The recruitment drive was expected to continue through March 1966.

The university and high school recruiting programmes are increasingly effective. As a result of last year's programme, approximately 58 university graduates and 145 high school graduates were hired. The high school programme in particular has provided the Service with replenishment in the clerical and related fields.

(A more detailed account begins on page 13)

## **Classification Section**

The Classification Section has made several noteworthy advances in areas presenting particular difficulty. The work of defining and allocating positions to the nine-level Departmental Account series was completed. A breakthrough was made in constructing over 30 classes that formerly covered positions of the Engineer's Assistant series. Defining the positions required by the new O.M.S.I.P. organization required analysis of job functions in great detail.

In addition, two major series were prepared that covered the auditing and administrative positions in the Revenue Division of the Treasury Department.

Classification officers worked extensively in many fields. Much time was spent advising senior departmental staff on procedures, new positions and classification problems involved in major re-organizations. Classification office staff also worked closely with officials of the Centennial Centre of Science and Technology in solving their personnel and classification problems.

(A more detailed account begins on page 18)





H. F. Goss, *Personnel Director*

## Planning and Audit

Additional copies of the Position Analysis Guide were distributed, bringing the total number distributed during the year to 2,438.

Re-assessment of the technical training programme resulted in the development of three new courses for more than 200 people: a ten-day Position Analyst Course; a four-day Refresher Course in Position Administration for Personnel Officers; and a four-day Position Analysis Course for Supervisors.

Aside from the 54 organizational studies made (333 positions examined in detail; 477 reviewed generally), several special assignments were also completed. The central agency position administration records and processing machinery, involving 27,000 Service positions examinations, revealed certain weaknesses which were adjusted. The validity of the Custodial Responsibility Allowance paid to 300 non-custodial staff was studied in detail. Need for changes in the basic operating policies of several large organizational units was indicated and resolved through the aid of the audit staff; and a study involving 130 position evaluations was made of a newly acquired branch in order to incorporate it into the classified service.

Delegated Civil Service Commission recruitment outside Toronto was also studied, and a programme was developed to audit practices and standards used.

(A more detailed account begins on page 20)

## Pay Research

In 1965, Pay Research conducted three major salary surveys which resulted in the formal establishment of 265 new classes at a total cost of \$833,600 and revision to 1,072 classes effecting increases for 34,572 civil servants at the approximate cost of \$15,543,010.

Salary revisions affected positions listed under the following occupational groups: Office Classes, Technical Classes, Institutional Services Classes, Inspectional Classes and Professional Classes.

(A more detailed account begins on page 22)

## Training and Development

A programme of courses considerably more extensive than in former years was conducted by the Training and Development Branch in 1965. These courses included: a Supervisory Training Course, Management Development Course, Senior Officers' Conference, Senior Officers' Seminar, Personnel Officers' Course, Instructional Techniques Course, Administrative Trainee Programme, Orientation Course, Certificate Course in Public Administration, and a Typing and Shorthand Course.

In addition, the Commission approved 13 part-time and correspondence courses, granted 125 employees full-time leaves of absence to study, and processed applications for the secondment of 11 employees to other government jurisdictions.

In order to co-ordinate future service-wide training activities, departments will be required to provide a forecast of their training plans for the coming year to the Training and Development Branch. Training plans for the current year were published and distributed to all departments to assist them in their own planning.

(A more detailed account begins on page 24)

## Personnel Research

The work done by the Personnel Research Branch during 1965 falls into four broad categories: Studies of a General Nature; Studies on Request by Departments; Studies on the Evaluation of Training; and Statistical Information.

It required a full year and the co-operation of 10 departments to accumulate and evaluate data for the nearly-completed study of the rise in percentage of employees leaving the service. The survey of clerical training needs involved a self-evaluation on the part of clerks and supervisors as well as an evaluation by each group of the other. The result was an increase in the number of supervisory training programmes and the introduction of induction programmes for new employees. Studies of a general nature included the validation of clerical tests, and the study of language uses and characteristic patterns of administration

of Ontario Public Servants undertaken in co-operation with the Royal Commission on Bilingualism and Biculturalism.

The Personnel Research Branch also conducted studies at the request of the following departments: The Department of Lands and Forests; the Organization and Methods Branch of the Treasury Department; the Department of Labour; the Department of Tourism and Information; and the Department of Reform Institutions.

Studies on the evaluation of training programmes conducted by the Training and Development Branch concentrated on participants' reactions to the programmes and the overall effect on their thinking.

In October the Branch was assigned the added duty of analysing information related to enrolment in the Civil Service. This analysis will be expanded to cover manpower in the entire service.

(A more detailed account begins on page 28)

## Administrative Services

Increased use of electronic computers was necessary to carry through the 1965 work load of Administrative Services.

With the help of the Department of Highways' Electronic Branch, the Administrative Services Branch was able to provide information and statistics quickly and efficiently. Salary cheques covering salary increases to employees were dispatched faster than ever before.

The introduction of the cyclical salary review programme distributed the volume of employee transactions more evenly over the year. The bulk of the 108,481 transactions involved revisions affecting the institutional and clerical class groups.

The Branch was also assigned the responsibility of co-ordinating the registration of all government employees under the Federal Social Insurance numbering system for the integration of the Canada Pension Plan and the Ontario Government Superannuation Fund.

Late in 1965, a Systems and Procedures Section responsible for the consolidation of all Personnel Directives and the incorporation of the same into the Manual of Personnel Administration was begun.

(A more detailed account begins on page 33)

## Credits and Perquisites Administration

Payroll deductions for all types of perquisites during 1965 totalled \$1,185,109, or \$25,651 less than in 1964.

A total of \$2,628,081.41 was paid to 2,312 eligible employees in attendance credit gratuities. Employees who left the service and received gratuity payments represented 36% of the total separations. In addition, the bases of eligibility and payment were revised and benefits of gratuity payments were extended to most unclassified staff.

A special survey of the tenancies of the O.P.P. was completed, resulting in the adjustment of charges.

[A more detailed account begins on page 36]

## Ontario Joint Council

The Ontario Joint Council was established in 1963 as the agency for negotiation between public servants and the Government. During 1965 the Council met once a month or more frequently as required.

The Appeals Procedure for the Ontario Civil Service is in two parts. One part provides for appeals to the Public Service Grievance Board to arbitrate grievances concerning terms of employment, working conditions, or discharge. The Grievance Board met 51 times during 1965 to dispose of 73 such grievances. The second part of the appeal procedure provides for appeals on matters of classification. If the grievor is dissatisfied with the decision of his deputy minister, he may have the matter presented to the Classification Rating Committee for a hearing. In 1965 the Classification Rating Committee was presented with a total of 36 grievances on matters of classification.

In addition, operating throughout the Public Service during 1965 were 115 Advisory (Departmental and Branch) Councils. Their duties are to make recommendations to study and consider the improvement of methods for carrying on the public business, to utilize ideas and experience of the staff, and to improve the well-being of employees of the departments.

[A more detailed account begins on page 37]

## Community Service

The response of civil servants in all departments to community projects continued to be most enthusiastic. At the Queen's Park clinic, one of several used by government employees, 825 pints of blood were donated to the Red Cross. This project and the campaign which netted \$6,000 for the Canadian Cancer Society were both under the direction of Mr. J. K. Owens, Special Assignments Officer. The United Appeal Campaign, which involved canvassing the Ontario Government employees of Metropolitan Toronto, was directed by Mr. R. A. Ivory, of the Department of Highways. The objective of \$98,825 was surpassed by nearly \$10,000. Out of this total, \$6,720 was sent to the Salvation Army, representing its 10% share of all payroll deductions.

## RECRUITMENT

The impact of full employment was again noticeable in 1965. The Civil Service experienced considerable competition from business and industry for qualified candidates. Statistics for the year were as follows:

Vacancies listed by departments	2,380
Applications received (all sources)	18,500
Interviews conducted	5,770
Vacancies filled	1,850
Vacancies carried over to 1966	337

Outstanding vacancies in Metropolitan Toronto at the end of each week during the year averaged 198, a decrease of 8.8% compared to 1964.

The demand for skilled and semi-skilled clerical staff remained constant, and departments continued to place emphasis on educational qualifications, satisfactory work history and personal suitability. A high percentage (approximately 75%) of applicants failed to meet these requirements. The Department of Civil Service, in keeping with other competing organizations, is determined to maintain the highest standards in its selection process.

Departmental requirements for administrative, professional and technical staff increased due to expansion and adoption of new Government programmes. Special efforts were made by the Recruitment Branch to provide every assistance in the hiring process. One such programme was the recruitment of staff for the new Ontario Medical Services Insurance Plan. From November 1st, 1965, the date on which advertising began, to December 31st, 1965, 160 persons were referred to O.M.S.I.P. for consideration and 106 vacancies were filled. A further nine positions were filled by transfer of personnel from other departments. At this stage the greatest requirement was for clerical workers, but a number of other specialized staff were recruited. Salaries offered ranged from \$2,640 to \$13,000. The recruitment drive was expected to continue through March 1966.

Several specialized categories are still in short supply, notably medical staff, social workers, engineers, electronic data-processing staff, and accountants. The resources of the Recruitment Branch were taxed in the effort to keep up with the demand for staff in these areas.



R. Tribe Acting Director, Recruitment



## University Recruiting

The number of graduating students seeking information and interviews for permanent employment with the Ontario Civil Service continued to increase. Despite the increased enrolment of students in Ontario universities, however, only a small proportion actually sought positions. More and more students are going on to graduate school and will enter the labour market more highly qualified for responsible positions. University graduates and post-graduates now look for careers which provide not only challenge, growth potential and interest, but also a high starting salary. Most of them were quite sophisticated and expected employers to be the same. By means of more frequent contact, stepped-up advertising and a factual recruitment brochure, Government representatives were able to show interested students the career opportunities available to them in the Ontario Civil Service.

Three hundred and fifty-four on-campus interviews were conducted, resulting in 114 offers of employment and 58 hires. A number of university graduates also applied directly to the Recruitment Branch and were hired by the Specific Competition Section.

The Administrative Trainee Programme was well received by both the students and faculty at the universities. Several universities wanted additional copies of the brochure on this programme published by the Civil Service Commission. It was effective in attracting high-calibre students to the on-campus interviews.

Three departments participated in the co-operative programme at the University of Waterloo. Under this arrangement, students take four months of University training, alternating with four months of work experience. Students specializing in engineering and mathematics are taking their work experience with the Ontario Public Service. This type of recruitment should have excellent long-term effects on attracting to, and keeping graduates in, fields where there is great difficulty in finding qualified professional employees.

Two new universities—Laurentian University, at Sudbury, and Lakehead University, at Port Arthur—were added to the list of institutions visited. Both welcomed the participation of the Ontario Civil Service in the placement of their students.

## High School Recruiting

There was continuing keen interest in the career opportunities for high school graduates in response to the new brochure, "Careers for High School Graduates", which was distributed early in the year. The high school liaison officer visited and addressed high school groups. The career aspect of the public service and the increasing need for civil servants to continue educating themselves while they are working are emphasized at these meetings.

Two special competitions for students interested in stenographic and clerical careers were held in April and May. Approximately 200 students were tested and interviewed. By July, 1965, 145 students had been hired.

In the spring and fall, 87 students took part in the "Work Experience Programme". The students are employed for one week in Government Departments. This experience provides them with an insight into working conditions in government and enables them to test their skills in practical situations.

## Examinations Section

The Examinations Section of the Recruitment Branch is set up to provide the Operating Departments and the Department of Civil Service with more information about employees and job applicants, based on several different types of tests. This service was increased in 1965.

Standardized objective tests were used as basic guides in the assessment of candidates. Often a test of specific knowledge was developed and added to the battery to determine the applicant's proficiency in a certain area. Promotional examinations for intra- and inter-departmental competitions were constructed to meet special requirements of departments.

Typing and shorthand tests were given three times a day, while general clerical tests were held twice a week. Clerical applicants were informed of their scores immediately after being tested so that interviews and referrals could follow as soon as possible.

The preparation of testing materials and the marking of examinations administered by departmental officials outside Metropolitan Toronto continued.



Recruitment Branch personnel answered queries and distributed information pamphlets from this booth maintained by the Department of Civil Service at the Canadian National Exhibition



Norms were developed and updated for frequently-used tests. Divided into certain age and educational groups, they served as means of comparison for new applicants.

A booklet entitled "A Guide to Written Civil Service Examinations" was published. The booklet, obtainable from the Queen's Printer for 15c, gives examples of typical examination questions. The purpose is to assist candidates who are preparing for tests.

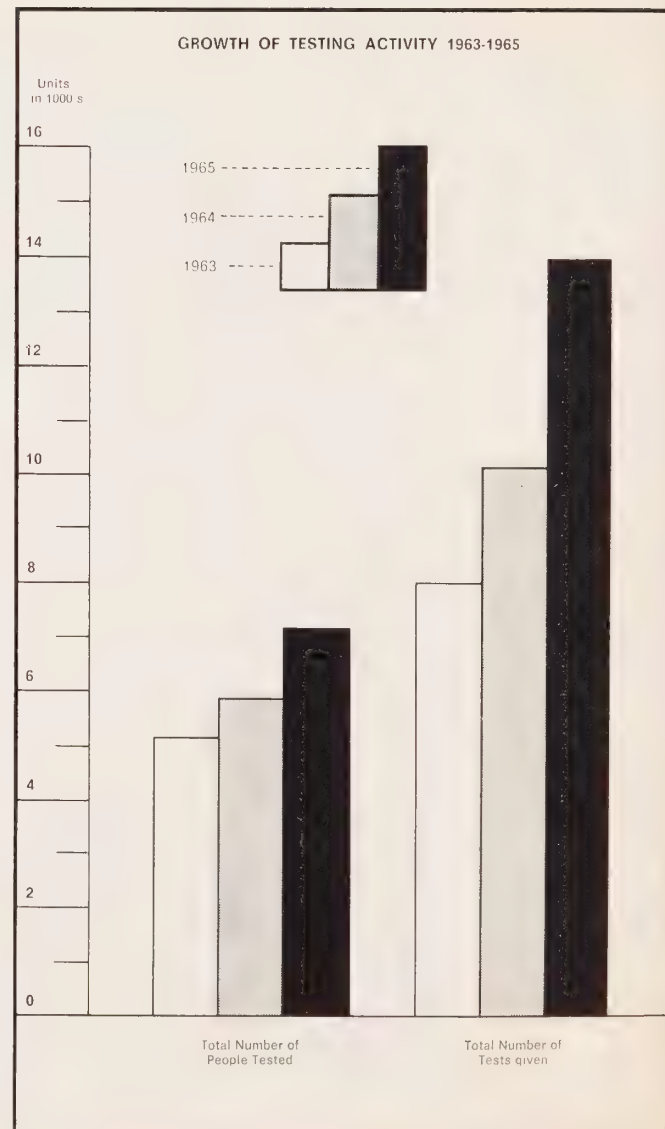
The general areas covered by examinations were: general intelligence, clerical skills and knowledge, aptitudes, specific knowledge, and typing and shorthand skills.

The following graph shows the growth of the Testing Programme through the years 1963, 1964 and 1965.

Following are the total figures divided into the five broad areas mentioned previously for the year 1965:

CATEGORY	NUMBER OF DIFFERENT TYPES OF TESTS	NUMBER OF TESTS GIVEN AT BLOOR STREET	NUMBER OF TESTS GIVEN AT DOWNSVIEW
General Intelligence	4	1,859	3
Clerical Tests	7	3,732	521
Aptitude Tests	34	2,718	62
Specific Knowledge	25	1,572	291
Typing, Shorthand and Dictaphone	—	2,674	303
<b>TOTAL</b>	<b>70</b>	<b>12,555*</b>	<b>1,180</b>

This figure does not include tests administered by departments outside Toronto and marked by the Examination Section.





Each spring, students about to graduate from Toronto secondary schools are given typing and shorthand tests at Yorkton Training by the Examination Section of the Recruitment Branch. If successful, they are recommended for vacancies occurring in Government departments.

# **POSITION ADMINISTRATION**

## **CLASSIFICATION ACTIVITIES**

### **Volume of Transactions**

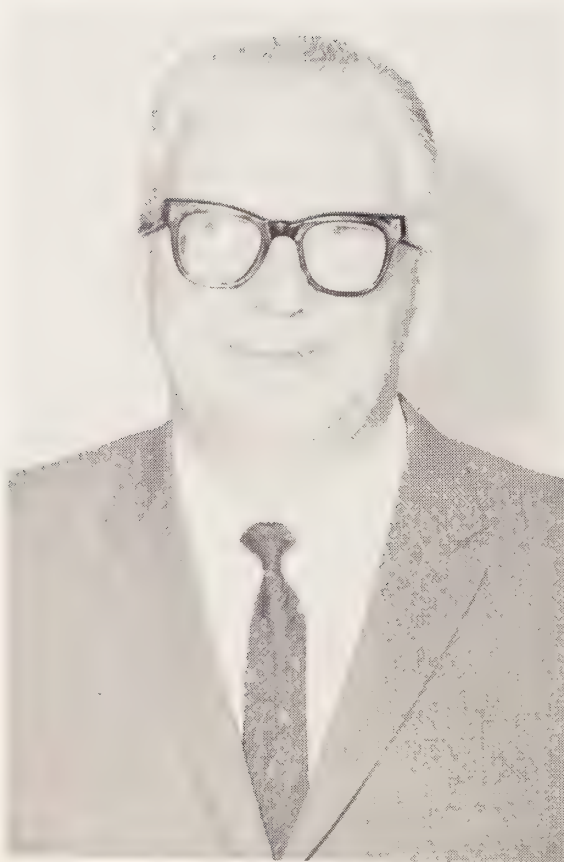
A high level of activity was maintained throughout the year in the classification of positions in the Provincial Service. While the volume of activity varied from month to month, the staff of the classification office received some 12,000 position specifications requiring evaluation and classification. This meant that a classification officer's average load for the year was approximately 1,200 positions.

Activity concerning class specifications was particularly intensive. During the calendar year the section prepared 256 new class specifications which were accepted by the Civil Service Commission and established by Order-in-Council. During the same period major revisions were made to 91 class specifications and minor revisions to more than 100 others. An additional 173 classes were in various stages of development leading to presentation to the Civil Service Commission for approval. To keep the plan up to date, 207 classes were deleted.

### **Grievances**

In 1965, despite the size of the Provincial Civil Service, there were relatively few classification grievances. The Classification Rating Committee heard 23 grievances, ruling in favour of the Classification Section in all but four cases. Nine other grievances had been withdrawn by the employees concerned after being investigated by Classification Officers. Twenty-nine grievances were still pending.

The record shows that the classification allocations were consistent and fair. Less than 100 out of a Service of more than 42,000 employees lodged classification grievances during the year. This indicates that most grievances are resolved at the supervisor level. The departments have established effective methods of solving grievances which no longer reach the arbitration stage.



*A. S. Clark, Director, Position Administration*

## Other Areas of Activity

The year was marked by great activity in areas other than day-to-day classification. Many major projects required the co-operation of a number of Classification Officers working as a team. An example is the work done by the Classification Staff in identifying positions that would be required for O.M.S.I.P. in the Department of Health. Classification Officers were able to convert a broadly-stated plan of organization into a workable, well-defined organizational structure; position and levels were identified and the classes needed were applied for recruitment purposes. The combined knowledge of several classification officers was utilized to implement this programme.

A major accomplishment of classification officers was the development of a class series necessary to cover all positions formerly grouped in the Engineer Assistant classes. The combined efforts of four officers were required for many months to identify and describe new classes which were set up to cover the multiplicity of jobs which had been grouped in a single series. This is a continuing programme, and the project will not be completed until some time in 1966.

Many meetings were held with the Training and Development Branch, Recruitment Branch, departmental representatives and classification staff to solve problems in the area of Social Work. From these discussions new series are being developed.

Much attention was directed to instructing departmental personnel officers in position administration. These officers were brought into the classification branch and, for periods of up to three months, were trained in classification methods and job-evaluation techniques. On return to their respective departments, their understanding and skill in this field are greatly improved.

To upgrade the technical knowledge of the departmental staff, classification officers lectured and ran workshop sessions at the Personnel Officer Courses, and participated in seven courses given to departmental employees or management.





K. W. Skelton, Supervisor, Planning and Audit

## PLANNING AND AUDIT

During the year the Branch issued an additional 194 copies of the Position Analysis Guide, bringing the total distribution throughout the Service to 2,438. Work progressed on a new edition of the Guide planned for publication early in 1966. The new version was expanded to include sections on organization concepts, organization chart preparation, interview techniques, purpose and use of position administration forms and the position audit programme.

The technical training programme was reviewed in detail from its inception in order to assess its adequacy and determine how it could be improved. As a result, the following new course programmes were developed:

- (a) Position Analyst Course — 10 days;
- (b) Refresher Course in Position Administration for Personnel Officers — 4 days;
- (c) Position Analysis Course for Supervisors — 4 days.

Tentative plans were laid for an additional course to teach classification skills. The course is intended primarily for departmental personnel staff engaged in this field.

During the spring and early summer, 13 three-day Supervisors' Courses were conducted throughout Southern Ontario. A total of 127 supervisory staff attended. In the same period, three Position Analysts' Courses were held in Toronto for 31 members of personnel staffs. In addition, a special four-day Position Analysis Course for central agency classification staff was held. Training activities of the last four months were confined to the Toronto area. The following Position Analysis Courses were conducted:

- Supervisors' — 3 courses for 36 students;
- Position Analyst — 1 course for 8 students;
- Personnel Officers' Refresher — 1 course for 8 students.

During the year several classification courses were presented jointly with the Classification Division as part of the three-week Personnel Officers' Courses sponsored by the Training and Development Branch. Requests for training a total of 137 supervisors outside the Toronto area were received during this period, but unfortunately our resources were insufficient to provide this service. The requests will be carried forward to 1966, when the Branch will probably be in a better position to deal with them.

In 1965 the scope of the audit programme was increased beyond checking the accuracy of position specifications and organization charts. Consequently the number of position audits decreased. A total of 54 organizational studies were made, 333 positions being examined in detail and 477 reviewed generally. The following special assignments were also carried out:

- (a) A total review of the central agency position administration records and processing machinery. This involved examination of the status of approximately 27,000 positions in the Service and follow-up on several hundred discrepancies. It revealed certain weaknesses in the system which were remedied by simple adjustments.
- (b) The validity of the practice of paying Custodial Responsibility Allowance to approximately 300 non-custodial staff was checked. This involved examining the staff's working conditions and relationship with inmates and reviewing their situation in light of the terms under which the allowance is payable as outlined in the Order-in-Council.
- (c) Several large organizational units were studied to verify the use of classes and the factors upon which class series were based, and to validate position specifications and organization charts. A number of organizational problems were revealed indicating that changes were necessary in basic operating policies. In most cases departmental management enlisted the aid of the audit staff in resolving these problems.
- (d) At the request of a department, a study was conducted of a newly acquired branch to analyze and record its current organization with the aim of incorporating it into the classified service. Positions identified and defined totalled 130 and covered approximately 300 staff members (including seasonal). Extensive assistance was provided to the department to establish a more rational organization.

In addition, a programme has been developed to audit the practices followed and standards used by offices outside the Toronto area to which recruitment authority has been delegated by the Civil Service Commission under the Public Service Act.



## PAY RESEARCH

The Pay Research Branch conducted three major salary surveys in 1965 in accordance with the Cyclical Salary Review Schedule of reviewing occupations every two years.

The survey covering Hospital and Reformatory classes, which was started late in 1964, was completed. Negotiations were conducted with the Civil Service Association of Ontario, and revised salaries for 147 classes covering 11,200 employees were put into effect April 1, 1965. Further revisions have been approved to come into effect April 1, 1966.

In co-operation with the Pay Research Bureau of the Civil Service Commission of Canada, a survey of rates of pay for Professional Classes was conducted. Negotiations were conducted with the C.S.A.O. and new rates of pay were established for 515 classes covering 4,055 employees effective October 1, 1965.

Again in co-operation with the Pay Research Bureau of the Civil Service Commission of Canada, surveys were conducted covering Maintenance Trades and Service Classes, Office and Administrative Classes and Technician Classes during the latter part of the year. New rates of pay for these classes were not finalized by the end of the year. The review affected approximately 650 classes and 22,000 employees.

In April, 1965, classes in the General Clerical and Accounting Clerical, Stenographic and Secretarial and Purchasing and Stores Groups were given an interim pay increase because of the time lapse between their last review (September, 1962) under the Re-classification Programme and their scheduled review date of January 1, 1966.

Revised salaries for the Inspectional Group were put into effect, completing the survey started in 1964.

As a result of negotiations conducted with the Ontario Provincial Police Negotiating Committee, new rates of pay for 19 classes covering 2,770 employees on the uniformed staff of the O.P.P. were established on July 1, 1965. Further revisions were approved for July 1, 1966.

During the year, 256 new classes were formally established, at a cost of \$833,600; 1,072 classes were revised; and 34,572 civil servants received increases at a total cost of approximately \$15,543,010.



*Mrs. E. J. Etchen, Director, Pay Research*

Salary revisions affected the following occupational groups:

## Office Classes

**Administrative Classes** — Bursars, Hospital Business Administrators, Executive Officers, Tax Directors; Court Reporters and Supreme Court Reporters;

**General Clerical and Accounting Clerical** — Clerks General, Filing, Mail and Messenger, Postal Service, Audit Clerks, Library Technicians, etc.;

**Office Equipment Operation** — Operators Offset, Whiteprint, Microfilm, Bindery, Teletype, Bookkeeping, Key Punch, Tabulating Equipment, etc.;

Property Agents and Property Officers;

Registration and Recording Classes;

Stenographic, Secretarial and Typist Classes.

## Technical Classes

**Engineering Technical** — new classes resulting from restructuring of the Engineer's Assistant and Survey Technician classes — Technicians, Survey, Engineering Audit, Engineering Survey, Legal Survey, Construction, Traffic, etc.;

**Laboratory Technical** — Technicians, Chemical, Medical and Physical Laboratory.

## Institutional Services Classes

**Auxiliary Services** — Cooks, Bakers, Butchers, Laundry workers, etc.;

**Farm and Garden Services** — Agricultural Workers, Horticulturist, Managers, Farms and Gardens;

**Equipment Operation** — E.E.G. Technicians, Technicians, X-Ray, Operators, X-Ray Unit;

**Nursing and Attending** — Child Care Workers, Hospital Aids and Attendants, Nurses — General, Clinic, Field Service, Nursing Education, etc.;

Occupational Therapy Classes;

**Reform Services** — Trade Instructors, Superintendents, Training School Supervisors, Correctional Officers, Industrial Officers, etc.;

## Inspectional Classes

Boiler Inspectors, Driver Examiners, Inspectors, Department of Transport, Fire Marshal's Office, Public Health Inspectors, Farm Products Inspectors, etc.;

## Professional Classes

Accounting;

Agricultural Services;

Architectural Services;

Dentistry;

Education, Teaching and School Administration;

Engineering;

**General** — Supervisors, Municipal Assessment, Organization and Methods Officers, Treasury Board Officers, Community Planners, etc.;

Geology;

Home Economists, Nutritionists, Dietitians;

**Laboratory and Research** — Scientists, Laboratory Directors, etc.;

**Legal** — Legal Officers, Crown Attorneys, Masters, Supreme Court of Ontario, etc.;

Librarians and Archivists;

Personnel Classes;

Physicians;

Psychologists;

**Resources Conservation** — Foresters, Resources Managers, Biologists, Parks Planners, etc.;

Economists, Statisticians, Research Officers, Youth Branch;

Surveyors, Inspectors of Surveys, Legal Survey Examiners;

Veterinarians, Epidemiologist, Veterinary Scientists.

# TRAINING AND DEVELOPMENT

The programme of courses offered by Training and Development Branch in 1965 was considerably more extensive than in previous years.

## Supervisory Training Course

More than 200 first-line supervisors from departments and commissions took part in eight courses aimed at improving their human relations skills.

One additional course given at the Ontario Hospital, Whitby, was attended by 48 nursing directors of the Department of Health.

The central course was offered on a part-time basis consisting of 12 morning lecture-and-discussion sessions. During the coming year this will be set up as a full-time, two-week course in order to permit departments with decentralized functions to arrange for participation by field supervisors.

## Management Development

Three Management Development Courses, aimed at all levels of departmental management between the first-line supervisor and the branch head, were offered during the year in co-operation with Organization and Methods Services of Treasury Board.

These courses give the participants an opportunity to examine and discuss with their colleagues management concepts which they may usefully apply in their day-to-day work in the areas of organization, systems and procedures, and human relations.

Session leaders were drawn principally from the staff of Training and Development Branch and Organization and Methods Services, while deputy ministers, university staff and specialists from outside agencies took part in panel discussions and led sessions dealing with specialized subjects.

The three courses scheduled for the coming year will be offered on a full-time attendance basis, each taking two weeks to complete.



*S. Davidovich, Director, Training and Development*



## Senior Officers' Conference

The University of Guelph was the scene of the fifth annual Senior Officers' Conference conducted from May 9th to 28th. Twenty-seven senior officers from Ontario Government departments, boards and commissions, the Government of Canada, and the Government of New Brunswick, took part.

The conferees discussed the structure, process and relationships of government; the disciplines underlying public administration; the decision-making process and human relations.

Session leaders and panelists included senior administrators from the Ontario Government and other jurisdictions as well as academicians from the field of public administration, business administration, the social sciences and law. Staff was drawn from the Universities of Toronto, Carleton, Ottawa, McMaster, Guelph and Western Ontario.

## Senior Officers' Seminar

For the second year, a one-week seminar for Senior Officers was held at Guelph during the week following the Senior Officers' Conference.

The participants, who had attended Senior Officers' Conferences in previous years, chose for discussion the subject of inter-departmental communication and co-operation. The Committee on Indian Affairs was studied as a practical example of the machinery set up within government to coordinate action in situations where several departments must deal with different facets of the same problem.

Session leaders and panel members were drawn from the ranks of senior management. The twelve seminar participants represented the Ontario Government, the Government of Canada, the Government of Nova Scotia and the Municipality of Metropolitan Toronto.

## Personnel Officers' Course

Three courses in personnel administration were attended by 130 personnel officers from all levels. The course concentrated on developing basic skills, and included lectures, panel discussions and workshop sessions.

The course is not scheduled for the coming year but will be offered again when required.

## Instructional Techniques Course

Training and Development Branch conducted one course in Instructional Techniques aimed at developing within departments a cadre of people capable of instructing and designing training courses within the area of their own competence.

The course provided instruction in the principles of learning, lesson-planning, methods of instruction and use of training aids. Considerable time was devoted to practice sessions, wherein participants were given the opportunity of testing newly-acquired techniques.

## Administrative Trainee Programme

Five graduates with degrees in Business, Public Administration or Political Science were recruited to take part in the training programme organized by the Department of Civil Service and five other departments.

The programme consists of attaching the trainee to a series of departments for two-month periods, during which he is introduced to departmental systems and procedures and to the decision-making process. Formal instruction in the Certificate Course in Public Administration at the University of Toronto and the Orientation Course offered by Training and Development Branch is also part of the programme.

Plans for 1966 are to double the size of the programme to include ten departments. Trainees will be employed on a contract basis during the one-year training period.

## Orientation Course

Training and Development Branch continues to conduct a programme of orientation to the Public Service for newly-recruited officers.

The course consists of 30 afternoon sessions given at weekly intervals. Session leaders include deputy ministers and other senior government officials.

## Certificate Course in Public Administration

A second graduating class of 20 students was presented with certificates marking successful completion of the two-

year course leading to the Civil Service Commission's Certificate in Public Administration.

The course has now been included as part of the University of Toronto's Extension Programme and is open to public servants from all levels of government. The University Certificate will be awarded on satisfactory completion of a six-subject course taken over a four-year period. Holders of the Commission Certificate can earn the University Certificate by taking two subjects in addition to the four required for the Commission Certificate.

### **Typing and Shorthand Course**

In co-operation with the Department of Education and the City of Toronto Board of Education, Training and Development Branch initiated a course in typing and shorthand for civil servants who wish to acquire or improve these skills in order to qualify for better job opportunities within the Service. The employees were released from their departments at four p.m., four times a week, to attend classes at the Board of Education's Adult Training Centre.

During the year 33 students successfully completed their training and passed the appropriate Civil Service examinations.

### **Approved Part-Time Courses**

At the request of departments, the Commission approved 13 part-time and correspondence courses offered by universities and technical institutes.

Approval is given to courses which, in the opinion of departments and the Commission, are particularly valuable in the development of well-qualified professional and technical staff. Two-thirds of the course fee are paid by the department of the participating employee upon his enrolment. The other one-third is paid by the employee, who is reimbursed if he completes the course successfully.

### **Educational Leave**

During the year 125 employees were granted leave of absence to attend full-time courses at schools or universities. Of these, 76 were granted leave of absence with full pay, 25 received payment of fees and a bursary ranging from \$125- to

\$250-a-month, and 24 were granted leave of absence without pay. In addition, seven employees were permitted to be absent while attending full-time courses not related to their work, without breaking continuity of service.

Applications for the secondment of 11 employees to other government jurisdictions were processed throughout the year.

### **Departmental Training Plans**

Departmental training plans filed with Training and Development Branch for the 1964-65 Fiscal year were published and distributed to all departments. It is hoped that departments will use this material to compare their own plans with those of other departments and possibly find new ideas adaptable to their own use.

In future, departments will be required to forecast their training plans for the coming year. This will assist Training and Development Branch in carrying out its function of co-ordinating service-wide training activities.



The Director welcomes members of the first Instructional Techniques Course



# PERSONNEL RESEARCH

## General Studies

Studies were conducted by the Personnel Research Branch during 1965 in several areas.

A study of staff turnover was set up because of the increase in percentage of employees leaving the service. Ten Departments co-operated with the Branch in studying more closely the reasons for turnover. A year is required to collect the data, and the job attitudes of employees leaving the service in these Departments are being explored. Supervisors' opinions about these employees were also secured. For comparative purposes the attitudes and expectations of new employees are also being studied. As a result of these studies, employment practices will be examined in an effort to reduce this loss to the Public service.

The survey of clerical training needs, started in 1964, was completed. In this study, a cross-section of clerical employees from all Departments was asked to indicate the areas in which they, as well as their supervisors, needed training. The supervisors were asked to do the same for themselves and their subordinates. The results showed a great need for training, especially for supervisors. The clerks' main need is more knowledge of regulations and statutes. As a result, more supervisory training programmes were provided and a more sophisticated induction programme for new employees was introduced where necessary.

The validation of clerical tests was another area of study. A criterion of performance by clerks 1, 2 and 3 was developed, the criterion itself being validated more than once. All Departments participated in the last stages. The preliminary analysis shows encouraging results.

The study of language uses and characteristic patterns of administration of Ontario Public Servants was undertaken with the co-operation of the Royal Commission on Bilingualism and Biculturalism. The study was designed at the end of 1965; the actual administration, in which the participation of all Departments is anticipated, is to take place in 1966. The



S. D. Saleh, Director, Personnel Research

Royal Commission is primarily interested in the study for purposes of comparison with other provinces; the Ontario Government is interested in studying its own practices and administrative procedures.

### **Studies on Request by Departments**

The Branch co-operated with the Department of Lands and Forests in validating the Forest Ranger School selection procedure. The results, with the recommendations, were presented to the Director and to the school's advisory council.

At the request of the Organization and Methods Branch of Treasury Department, the Personnel Research Branch developed (and later put to practical use) a battery of experimental tests for the selection of systems and procedures trainees. In the testing area the Branch was also involved in studying the intake examination of the Ontario Provincial Police and devising new tests for selection.

At the request of the Department of Labour the Branch designed an attitude survey for the Department's employees. Areas such as supervision, organization, communication, working conditions and personnel practices were being explored.

The Branch participated in a study by the Department of Tourism and Information on the reasons for vacationing in Ontario. It also co-operated with the Department in a study of the decision-making process involved in travelling.

Two projects were started with the Department of Reform Institutions. The purpose of the first is to study the job attitudes and personality characteristics of correctional officers. The second project, still proceeding, is an experiment with two learning-capacity tests to validate educational levels of people with less than grade 10 education.

### **Studies on the Evaluation of Training**

A third group of studies concerned the evaluation of training programmes conducted by the Training and Development Branch. The number of related studies increased with the development of new Training Programmes during the year. The evaluation covered the courses for senior officers, management, personnel officers, supervisors, and directors

of nurses. The evaluation concentrated on participants' reactions to the training programmes and the overall effect on their thinking. The results were generally quite favourable, proving the value of the programmes given. Only in one programme were the reactions less than expected. Consideration of the behavioral changes resulting from training is continuing.

### **Statistical Information**

The function of analysing the information concerning enrolment in the Civil Service was added to this Branch in October. Graphs and tables were prepared to show the trends in both appointments and separations. Plans are to develop this function to include more statistics for use in the analysis of manpower in the service.

# EMPLOYEE RELATIONS

During the calendar year 1965, as a result of re-organization in the Department of Civil Service, a part of the function of the Employee Relations Branch was transferred to the Staff Relations Branch of Treasury Board. This transfer took place on October 1st, 1965. Previously the Branch had been assisting departments in making presentations to the Public Service Grievance Board and representing the Department of Civil Service in contacts with the Civil Service Association of Ontario. The Branch had also investigated a number of individual complaints by employees. Recommendations were made to the Commission as a result of these special investigations.

After these functions were transferred to Treasury Board, close liaison was maintained between the new organization and the Department of Civil Service. This liaison was facilitated by the convenient location of the Staff Relations Branch of Treasury Board in accommodation supplied by this Department. The officers of the Department of Civil Service retained a close association with this Branch in carrying out salary negotiations with the Civil Service Association of Ontario and in working with the C.S.A.O. and Departmental Personnel Officers in providing a definition of management classes. During 1965 the Branch worked with the executive of the Ontario Provincial Police Association, which represents the uniformed staff of the O.P.P. Definition of the bargaining unit in this organization was completed. Prior to its transfer, the Employee Relations Branch worked with other officials of the Department of Civil Service in developing a negotiated settlement of salaries for the Institutional classes in July and August. Following the transfer, close liaison continued in developing a negotiated settlement of salary revisions for professional classes in September and October.

Liaison between the Civil Service Commission in its capacity as central personnel agency, and Treasury Board in its concern for allocation of funds, will continue in order to facilitate the development of good personnel and salary policies consistent with sound economic operation.



*H. J. Mace, Supervisor, Employee Relations*

## **HISTORICAL RESEARCH**

A small section of the Employee Relations Branch was set up late in 1964 to conduct research into the historical development of the various departments of government. The purpose, ultimately, was to produce a series of volumes which would provide a source of information on the evolution of governmental processes in Ontario.

This work was carried forward in the Department of Civil Service up to October 1st, 1965. About this time, by decision of Government, the section was transferred to the Ontario Archives in the interest of bringing together sections of government dealing with historical research.



## PUBLICATIONS

In its first year of operation the Employee Relations Branch of the Civil Service Commission broadened its scope in the publications field and implemented several public relations functions.

TOPS magazine was re-christened TOPIC and became the official journal of the Ontario Public Service. With a new format and an expanded editorial policy, it was published five times in 1965 and, by the year's end, was being circulated to over 43,000 civil servants and at least 1,600 other readers on a growing complimentary list.

To publish stop-the-press news that cannot wait for TOPIC magazine, TOPIC Bulletin was initiated. More specifically, its purpose is to give the latest information on Government activity in Personnel Administration, new rates of pay, reports on the bargaining process, recent appointments, recent decisions of the Commission or Grievance Board, and like matters. The bulletin made its debut in June and continues to be published on a regular twice-monthly basis; several special issues have also been produced. Approximately 4,000 copies are published and delivered to Government offices in bulk.

Advisory service is provided to all other branches of the Department of Civil Service concerning questions of suitability, format, and art work of their proposed publications.

The Branch's public relations function has taken on greater significance over the year. On several occasions arrangements have been made to welcome visiting dignitaries and representatives of various organizations. To cite one instance, the Employee Relations Branch welcomed members of the Civil Service Association of Ontario from across the Province to the annual C.S.A.O. conference and issued a special TOPIC Bulletin to all members.



A. P. Heathcote, Editor, Publications

## ADMINISTRATIVE SERVICES

The cyclical salary review programme came into full effect in 1965, and the volume of employee transactions was more evenly distributed over the year. The total volume of 108,481 transactions represented an increase of 15% over 1964 and 252% over 1962. Salary revisions in the institutional and clerical class groups were mainly responsible for the increase.

The unit record type of equipment used in our Data Processing Section was installed late in 1961. Because of the increased volume of work and the requirement for Survey Analysis, Test Validation Studies, and activity statistics, used in the research and pay studies, it was necessary to use electronic computers for a portion of the 1965 work programme.

The Department of Highways' Electronic Branch assisted with both personnel and equipment, making it possible to provide information and statistics with greater speed and efficiency. This also enabled the Departments to place salary cheques covering salary revision increases into the hands of the employees faster than ever before. Without the use of electronic computers it would have been impossible to produce the necessary analytical reports soon enough to enable the Research Branches to work with current information.

With the aid of a hired computer programmer, considerable progress was made in preparing programmes for the conversion of personnel records from a unit record system to an electronic computing system.

During the second half of 1965 the Administrative Services Branch was assigned the responsibility of co-ordinating the registration of all Government employees, classified and unclassified, under the Federal Social Insurance numbering system, in preparation for the integration of the Canada Pension Plan and the Ontario Government Superannuation Fund.

Late in 1965 a Systems and Procedures Section was created and it made considerable progress in the establishment of an Interpretation and Procedure Manual of Personnel



A. Hemmingway, Director, Administrative Services



Administration. This Section is responsible for the consolidation of all personnel directives and the incorporation of these into the Manual of Personnel Administration. It also reviews and, if necessary, revises all forms used in reporting changes in employee status, and enables Operating Departments to deal with personnel transactions more efficiently.



N. G. Crowe, *Supervisor, Data-Processing*



Data-processing operators prepare certificates for salary increases

# CREDITS AND PERQUISITES ADMINISTRATION

## Attendance Credits:

During 1965, 2,312 eligible employees were paid a total of \$2,628,081.41 in attendance credit gratuities, an average individual payment of \$1,137. The total number receiving the gratuity payment included 630 employees who were transferred from the Federated Colleges Guelph to the University of Guelph. In 1964, 1,355 were paid attendance credits totalling \$1,255,070.45, the average payment being \$926.00. Employees who left the service and received gratuity payment in 1965 represented 36% of total separations.

New Regulations under the Public Service Act extended the benefits of gratuity payment to include most of the unclassified staff. The bases of eligibility and payment were also revised in keeping with the arbitration award on fringe benefits and the decisions of Joint Council.

## Perquisite Charges:

Rentals were established on 24 new housing units, while gross rentals were revised on 74 units. The part of the adjustment of charges for living accommodation remaining from 1965 was put into effect, and new permits to occupy housing with adjusted charges were completed by the Deputy Ministers of the Departments.

A special survey of the tenancies of the Ontario Provincial Police was completed, followed by adjustment of almost all charges for these units.

The number of occupied self-contained units with approved rentals is now 1,091. Thirty-seven housing units at Federated Colleges Guelph were transferred to the University of Guelph.

Payroll deductions for all types of perquisites including living accommodation, services for living accommodation, furnishings, meals, and laundry, totalled \$1,185,109.00. The decrease in payroll deductions — \$25,651.00 over the previous calendar year — was the result of a reduction of the number of units and revisions of charges.

In 1965 extensive amendments to Regulations under the Public Service Act were put into effect. These included Regu-

lations governing the definition of the bargaining unit for the staff of the civil service and for the uniformed members of the Ontario Provincial Police, and for the setting-up of arbitration procedure for employment conditions among the uniformed staff of the O.P.P.

Extensive amendments were required to put into effect the award of the Civil Service Arbitration Board dealing with fringe benefits in the public service. This award was handed down early in March and required changes in the existing systems of vacation leave, accumulation of attendance credits, and several other matters pertaining to employment conditions. The implementation of the award was completed by passage of Regulations covering all items in September.

At the same time, Regulations were passed to put into effect a decision of the Ontario Joint Council concerning the conditions of employment for unclassified staff. These are set out in detail and are, as nearly as possible, equated with conditions of employment in the civil service. As a result of these Regulations, full-time year-round members of the unclassified staff are now entitled to virtually all the conditions of employment which apply to the civil service, with the exception that they are not covered by the Public Service Superannuation Act.

Further amendments to the Regulations provided for additional protection of seniority in layoff and recall procedures in the public service.

# ONTARIO JOINT COUNCIL

## Amendments to Regulations

As a result of amendments made to the Public Service Act in 1963, the Ontario Joint Council was established as the agency for negotiation between public servants and the Government on matters concerning terms of employment, working conditions, remuneration, leaves and hours of work.

During 1965, the Joint Council met at least once a month and on other occasions as required. Of the numerous items placed on the Council's Agenda, most were resolved and implemented.

The question of pay increases for Teachers 1, 2, 3 and 4, could not be resolved at a meeting of the Ontario Joint Council held on May 17th, and the matter was referred to the Civil Service Arbitration Board in accordance with the provisions of the Public Service Act.

## Appeals Procedure

The Appeals Procedure for the Ontario Civil Service is divided into two parts. One part provides for appeals to the Public Service Grievance Board to arbitrate grievances in respect of terms of employment, working conditions, or discharge. Grievances under this part are processed in three steps within the department. In the third or final departmental step, the Deputy Minister of the department in which the grievance originates institutes an investigation and renders his decision. If the grievor is not satisfied with the decision of the Deputy Minister, he may appeal to the Public Service Grievance Board.

The other part of the Appeals Procedure provides for appeals on matters of classification. Where there is grievance that a position should be classified, or is improperly classified, the grievance is first presented to the immediate supervisor and then to the Deputy Minister of the department. If the person presenting the grievance is not satisfied with the decision of the Deputy Minister, he may present his case to the Chairman of the Civil Service Commission, who



*J. P. Culliton, Secretary, Ontario Joint Council*



directs the matter to the Classification Rating Committee for a hearing.

### Public Service Grievance Board

During the year the Grievance Board received 73 applications for hearings. The Board met 51 times to hear the grievances, and disposition of the grievances heard was as follows:

Decisions in favour of the Administration	48
Decisions in favour of the Grievors	19
Referred to the Civil Service Commission following hearing	3
Beyond jurisdiction of Board	3

Professor R. Presgrave, School of Business, University of Toronto, continued as Chairman of the Board.

Mr. Frank E. Wood, O.B.E., a Research Officer in the firm of Reed, Shaw and McNaught, Insurance Agents, and Mrs. Elizabeth Smith, Manager of Personnelle Placement Service, remained as members of the Board.

Mr. D. A. Crosbie, Director of Legal Services, Department of Highways, was re-appointed for a further year, and Mr. W. C. Alcombrack, Q.C., Legislative Counsel's Division, Department of Attorney-General, was appointed to the Board, effective September 6th.

### Classification Rating Committee

During 1965, the Chairman of the Civil Service Commission referred to the Classification Rating Committee for hearing a total of 36 grievances on matters of classification. Of this number, six were withdrawn before hearing and four were scheduled to be heard early in 1966. Of the 26 grievances heard by the Committee, 17 resulted in decisions supporting the administration, and three in decisions supporting the grievors. Six are pending.

Professor J. A. Sarjeant, School of Business, University of Toronto, continued as Chairman, and Mr. J. A. Bridges, Manager, Personnel Department, Toronto Hydro-Electric System, remained as a member of the Committee.

Mrs. Elizabeth Smith, who also served as a member of the Public Service Grievance Board, remained as a member of the Classification Rating Committee.

## ADVISORY COUNCILS

The Civil Service Commission is responsible for assisting departments in arranging for the election of members to Councils and for making or amending regulations in respect of those Councils.

Advisory (Departmental and Branch) Councils are established or continued at the discretion of the deputy minister of each department. A Departmental or Branch Council deals only with matters pertaining to its department or to local employees. These Councils have an advisory function and make recommendations directed to the improvement of methods for carrying on the public business in the department; and on matters pertaining to the well-being of the department's employees.

The recommendations of a Branch Council are directed to the administrative head of the unit which the Branch Council serves, or to the Departmental Council: the recommendations of a Departmental Council are made to the Deputy Minister of the department.

Sixteen Departmental Councils and 97 Branch Councils were in operation throughout the Public Service during 1965. The Branch Councils were in the following departments:

Health	19
Highways	28
Lands and Forests	26
Reform Institutions	24

## PERSONNEL COUNCIL

This Council consists of Directors of Personnel and Senior Personnel Officers of each Department of Government. Members are nominated to the Council by the Deputy Minister of the Department represented, with the approval of the Chairman of the Civil Service Commission.

The Council, under the Chairmanship of Mr. S. H. Parsons, Department of Lands and Forests, held a total of 11 meetings during the past year to discuss day-to-day problems arising in the personnel field throughout the service.

Representatives from the department of Civil Service were present, by invitation, at several of these meetings and were of great assistance in helping resolve many matters of mutual concern.

Some of the deliberations concerned Fringe Benefits, treatment of Unclassified Staff, delegation of certain Classifications to the departments and determination of Management Classes. These were submitted to the Civil Service Commission as recommendations from the Council.

The newly-selected Council for 1966, under the Chairmanship of Mr. W. E. Stanley, of Treasury Department, will proceed with business still pending, and will consider new matters as they arise. The purpose of the Council is to serve as a forum for the discussion of personnel policies as these apply to all Departments. The Department of Civil Service will continue to profit by the advice and assistance of the Council.





# ONTARIO CIVIL SERVICE STATISTICS 1965

## PART I

### CIVIL SERVICE ENROLMENT

Year	Enrolment on December 31	Increase	Percentage Increase
1965	43,141	1,726	4.2
1964	41,415	1,445	3.6
1963	39,970	3,502	9.6
1962	36,468	—	—

### DISTRIBUTION OF STAFF

#### BY SEX:

	1965		1964		1963	
	No.	%	No.	%	No.	%
Males	28,950	67.1	27,896	67.4	26,950	67.4
Single Females	6,601	15.3	6,287	15.2	6,155	15.4
Married Females	7,590	17.6	7,232	17.4	6,865	17.2
TOTAL:	43,141	100.0	41,415	100.0	39,970	100.0

#### BY SALARY:

Interval	1965		1964	
	No.	%	No.	%
Under \$3,000	1,624	3.8	4,125	10.0
\$3,000-3,500	8,357	19.3	9,526	23.1
\$3,500-4,000	7,673	17.7	6,538	15.9
\$4,000-5,000	11,521	26.6	10,025	24.3
\$5,000 and over	14,141	32.6	10,995	26.7
TOTAL:	43,316	100.0	41,209	100.0

#### BY YEARS OF SERVICE:

Interval	1965		1964	
	No.	%	No.	%
Under 5	18,201	42.2	16,760	40.7
5-10	12,251	28.4	12,664	30.7
10-15	6,516	15.1	5,914	14.4
15-20	3,616	8.4	3,388	8.2
20-25	1,242	2.9	1,045	2.5
25 and over	1,315	3.0	1,438	3.5
TOTAL	43,141	100.0	41,209	100.0

#### BY AGE:

Interval	1965		1964	
	No.	%	No.	%
Under 25	5,799	13.4	5,270	12.8
25-35	8,740	20.3	8,692	21.1
35-45	10,185	23.6	10,070	24.4
45 and over	18,417	42.7	17,177	41.7
TOTAL	43,141	100.0	41,209	100.0

Average ages of employees:	1965	1964
	%	%
Total service	41.1	41.1
Males	41.7	41.5
Total Females	40.0	40.2
Single Females	38.3	39.0
Married Females	41.4	41.3

## PART II

### DISTRIBUTION OF APPOINTMENTS

BY TYPES:	1965		1964	1963
	No.	%	%	%
New recruits	6,412	79.2	75.2	69.6
Transfers from unclassified staff	1,118	13.8	19.7	30.4
Re-employed employees	569	7.0	5.1	—
TOTAL:	8,099	100.0	100.0	100.0

BY SEX:	1965	
	No.	%
Males	4,649	57.4
Single females	2,094	25.9
Married females	1,356	16.7
TOTAL	8,099	100.0

BY TYPE AND SEX:	Transfers from un- classified			
	New	Re- employed	Staff	TOTAL
Males	3,626	212	811	4,649
Single females	1,838	119	137	2,094
Married females	948	238	170	1,356
TOTAL:	6,412	569	1,118	8,099

BY AGE:	No.	%
Under 25	3,431	42.4
25-35	1,770	21.9
35-45	1,388	17.1
45 and over	1,510	18.6
TOTAL:	8,099	100.0

### BY SALARIES: ON APPOINTMENT

	No.	%
Under \$3,000	2,195	27.1
\$3,000-3,500	3,191	39.4
\$3,500-4,000	955	11.8
\$4,000-5,000	932	11.5
\$5,000 and over	826	10.2
TOTAL:	8,099	100.0

## PART III

### COMPARATIVE TURNOVER RATES

#### BY TYPE OF STAFF:

	1965 %	1964 %	1963 %
Total staff	15.1	13.9	11.0
Regular staff	10.0	9.2	7.4
Probationary staff	40.1	37.9	29.6

#### BY SEX:

	1965 %	1964 %	1963 %
Male staff	12.6	11.7	8.5
Female staff	20.1	18.3	16.2

#### BY TYPE:

Type	1965		1964		1963	
	No.	%	No.	%	No.	%
Resignation	5,271	82.7	4,516	79.9	3,313	78.7
Dismissal	333	5.2	290	5.1	258	6.1
Superannuation	286	4.5	256	4.5	291	6.9
Retirement	183	2.9	179	3.2	152	3.6
Death	178	2.8	167	3.0	185	4.4
Transfer to another public service jurisdiction	122	1.9	242	4.3	12	0.3
TOTAL:	6,373	100.0	5,650	100.0	4,211	100.0

#### BY TYPE AND SEX:

Type	Males	Single Females	Married Females	Total
Resignation	2,819	1,088	1,364	5,271
Dismissal	229	73	31	333
Superannuation	211	48	27	286
Retirement	117	47	19	183
Death	150	17	11	178
Transfer to another public service jurisdiction	69	22	31	122
TOTAL:	3,595	1,295	1,483	6,373
Percentage	56.4	20.3	23.3	100.0

### DISTRIBUTION OF SEPARATIONS

#### BY AGE GROUPS:

Interval	No.	%
Under 25	2,116	33.2
25-35	1,766	27.7
35-45	1,026	16.1
45 and over	1,465	23.0
TOTAL:	6,373	100.0

#### BY SALARIES: ON SEPARATION

Interval	No.	%
Under \$3,000	1,140	17.9
\$3,000-3,500	2,115	33.2
\$3,500-4,000	982	15.4
\$4,000-5,000	1,104	17.3
\$5,000 and over	1,032	16.2
TOTAL:	6,373	100.0

## PART IV

### PER CAPITA MONTHLY ABSENCE DUE TO ILLNESS WITH PAY FOR THE CALENDAR YEARS 1961-1965

DEPARTMENTS	1961	1962	1963	1964	1965
Agriculture	.36	.44	.44	.42	.45
Attorney-General	.53	.59	.56	.52	.63
Provincial Police	.42	.49	.32	.28	.30
Civil Service	—	.56	.56	.63	.82
Commerce & Development	.67	—	—	—	—
Economics	.97	—	—	—	—
Economics & Development	—	.77	.73	.75	.66
Education	.37	.38	.39	.40	.46
Energy & Resources					
Management	.42	.59	.58	.53	.50
Health	.56	.60	.76	.74	.74
Hospitals	.74	.82	.87	.76	.81
Highways	.70	.69	.73	.75	.87
Insurance	.52	.49	.66	.60	—
Labour	.77	.88	.70	.75	.75
Lands & Forests	.43	.48	.47	.43	.50
Mines	.51	.67	.67	.61	.60
Municipal Affairs	.75	.87	.72	.64	.67
Prime Minister	.60	.25	.40	.55	.96
Provincial Auditor	.64	.52	.64	.43	.61
Provincial Secretary & Citizenship	.87	.95	.87	.89	.95
Public Welfare	.62	.62	.63	.68	.75
Public Works	.83	.88	.93	.91	1.04
Reform Institutions (Inside)	.90	.63	.77	.64	.74
Reformatories & Jails	.47	.55	.57	.55	.75
Tourism & Information	.76	.93	.85	.76	.46
Transport	.81	.74	.76	.79	.79
Treasury	.79	.78	.72	.80	.86
University Affairs	—	—	—	—	.98
ENTIRE SERVICE	.63	.68	.69	.66	.72

### INCREASE IN ANNUAL PAYROLL IN 1965

Appointments and separations	\$ 3,497,745
Annual increases, revisions, etc.	21,756,840
Total yearly increase in payroll	\$25,254,585*

\*This increased the December 1964 payroll by 13.3%. In 1964, the payroll increased by slightly less than \$13 million, or 7.3%.

### AVERAGE ANNUAL SALARY

The figure for this over the last ten years is as follows:

Year	Average Salary	Increase
1956	\$3,224	
1957	3,457	\$233
1958	3,712	255
1959	3,735	23
1960	3,976	241
1961	4,158	182
1962	4,264	106
1963	4,420	156
1964	4,575	155
1965	4,978	403

It will be seen that the increase between 1964 and 1965 is considerably greater than in other years.

### PER CAPITA YEARLY ABSENCE IN DAYS WITH PAY DUE TO ILLNESS

1965	8.64
1964	7.92
1963	8.28
1962	8.16
1961	7.56

# SEPARATION RATES IN THE ONTARIO CIVIL SERVICE IN COMPARISON WITH ONTARIO INDUSTRIES

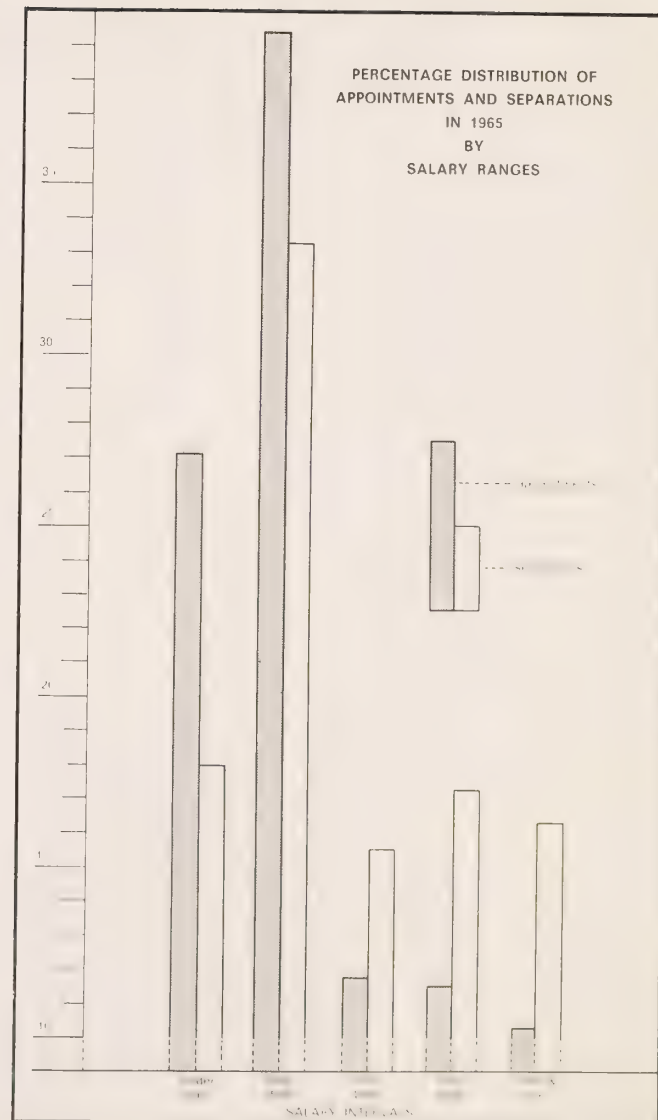
	1963	1964	1965
ONTARIO CIVIL SERVICE			
Males	8.5	11.7	12.6
Females	16.2	18.3	20.1
<b>TOTAL</b>	<b>11.0</b>	<b>13.9</b>	<b>15.1</b>

## ONTARIO INDUSTRIES\*

(Source: Hiring and Separation Rates in Certain Industries D.B.S.)

MALES	58.1	35.0*	not available
FEMALES	67.2	42.1*	not available
<b>TOTAL</b>	<b>60.7</b>	<b>37.1*</b>	<b>not available</b>

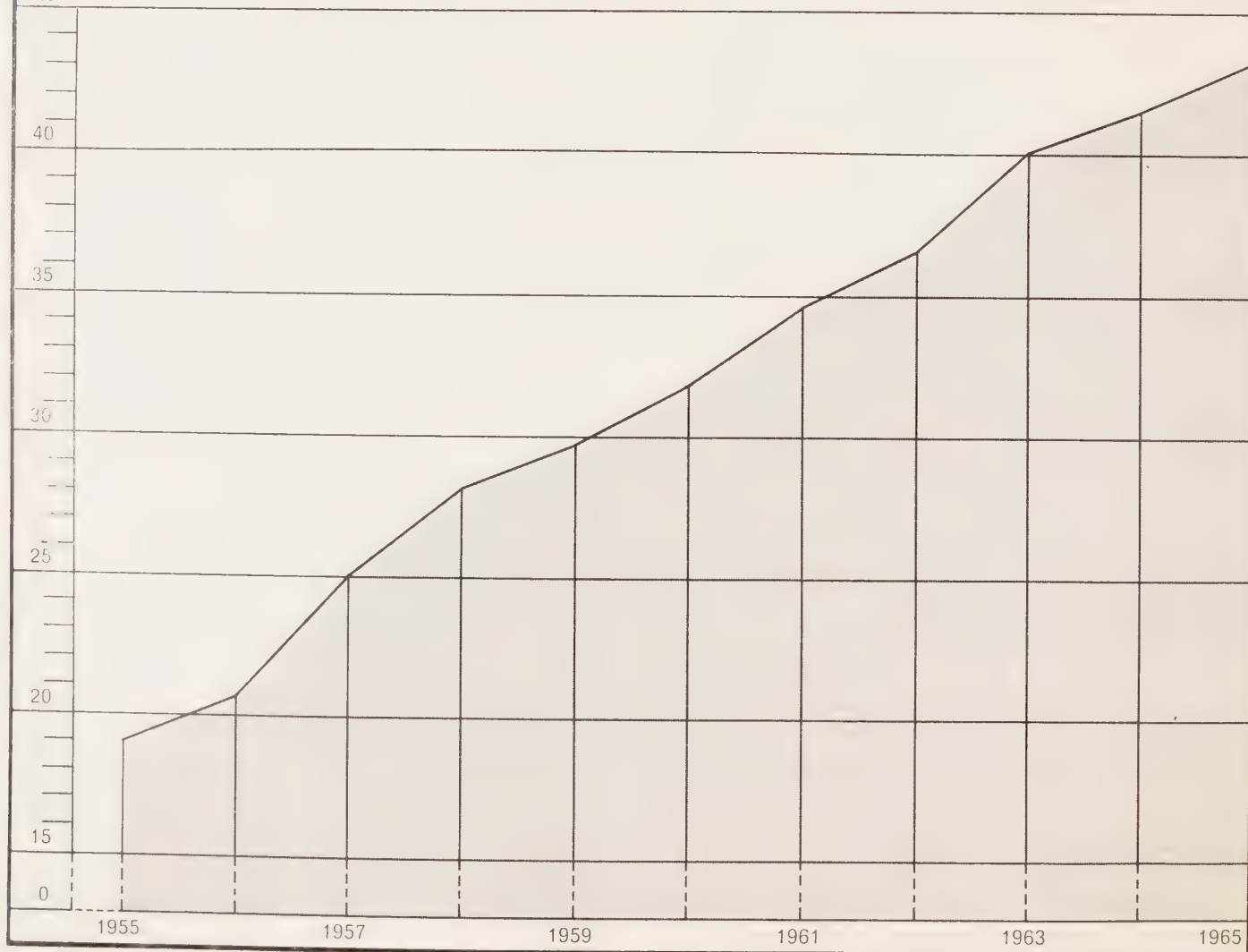
\*First 8 months totals.

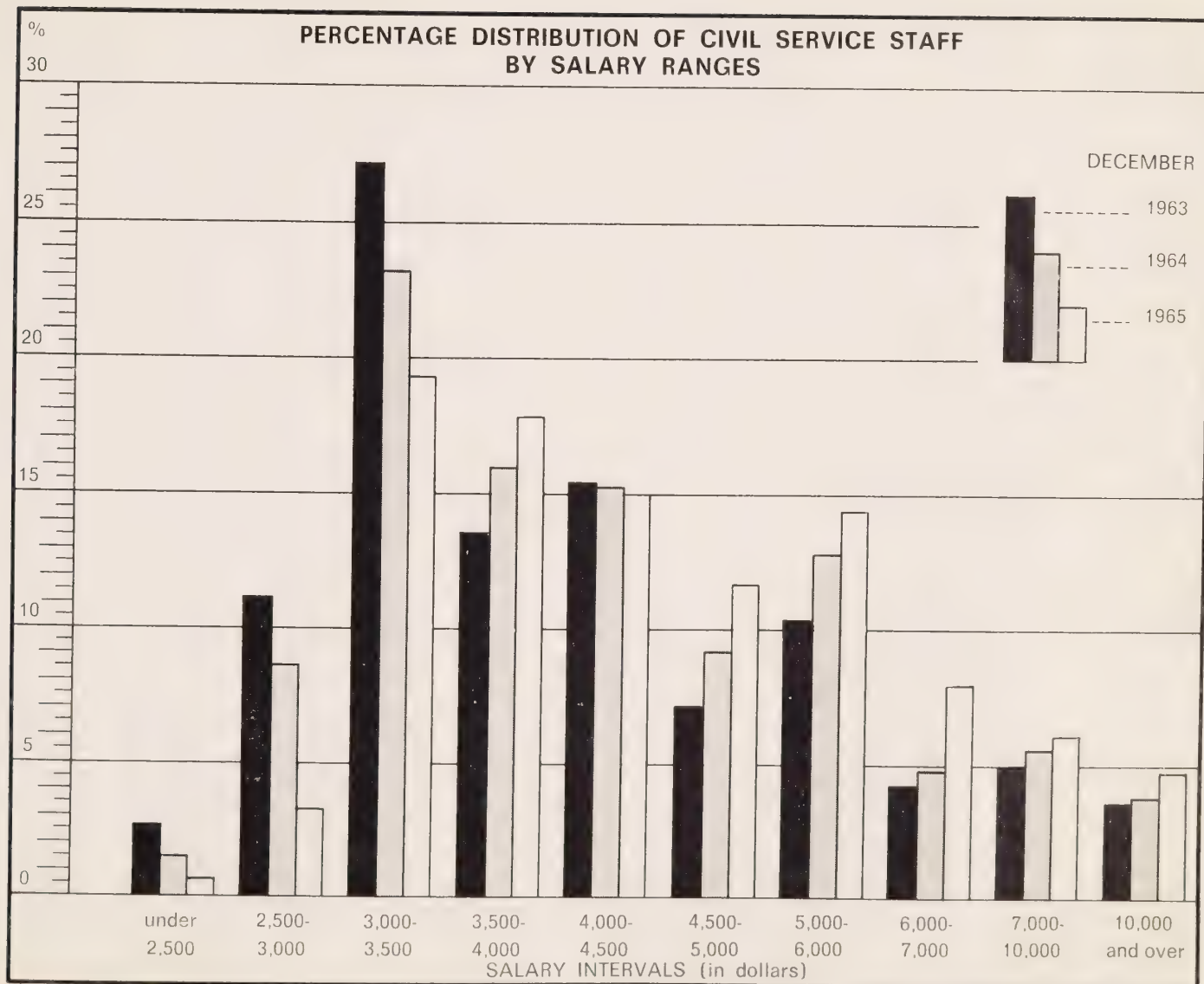




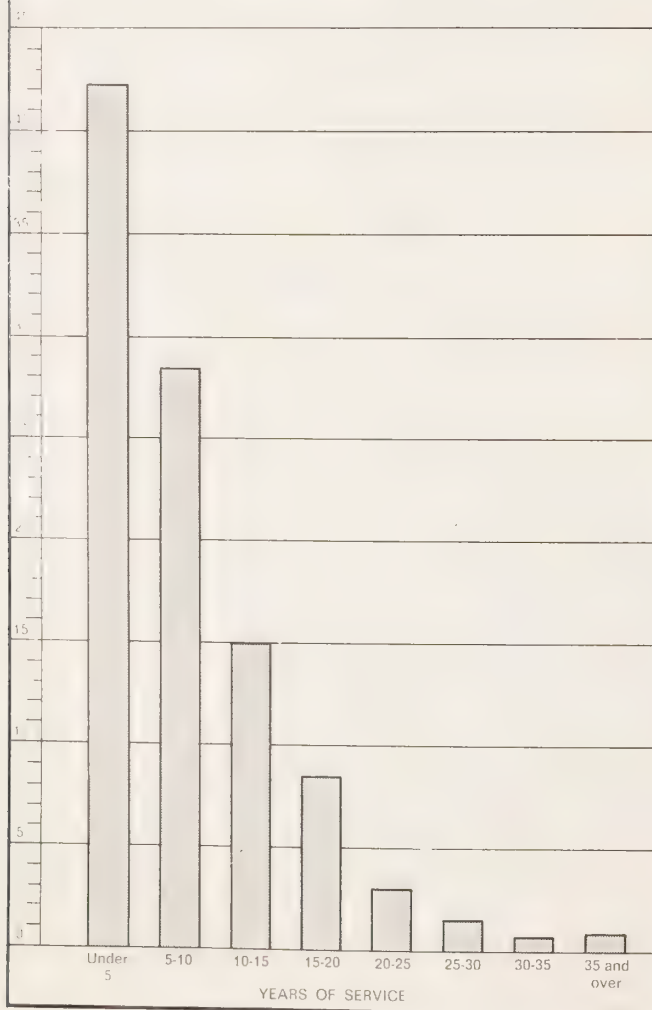
Employees  
(in 1,000's)  
45

# TREND OF CIVIL SERVICE EMPLOYMENT 1955 - 1965

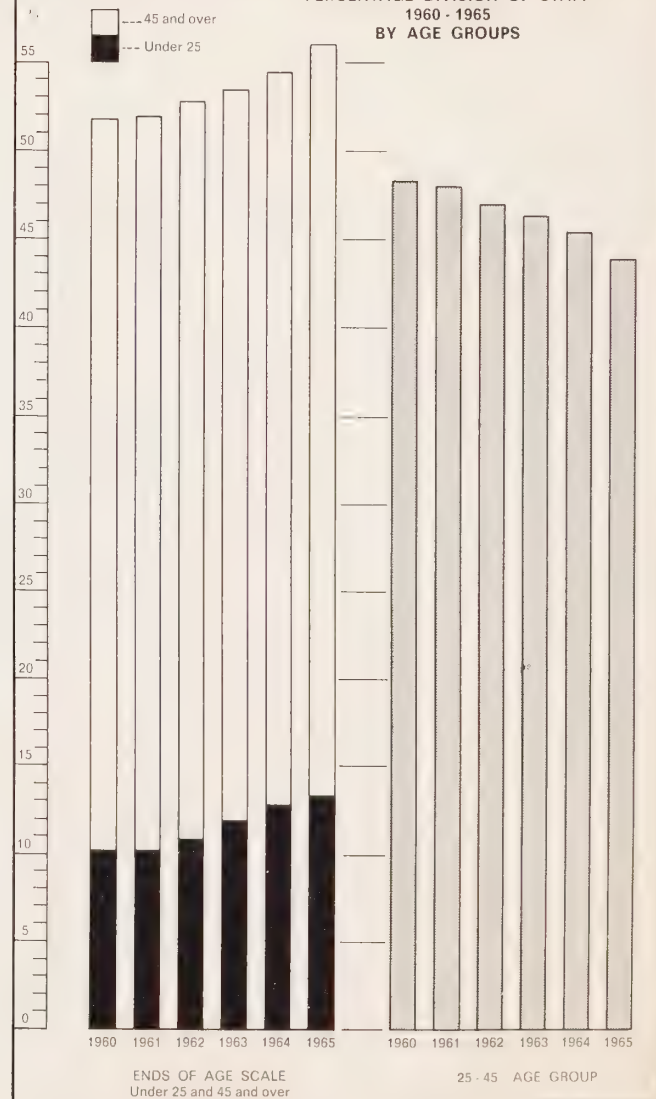


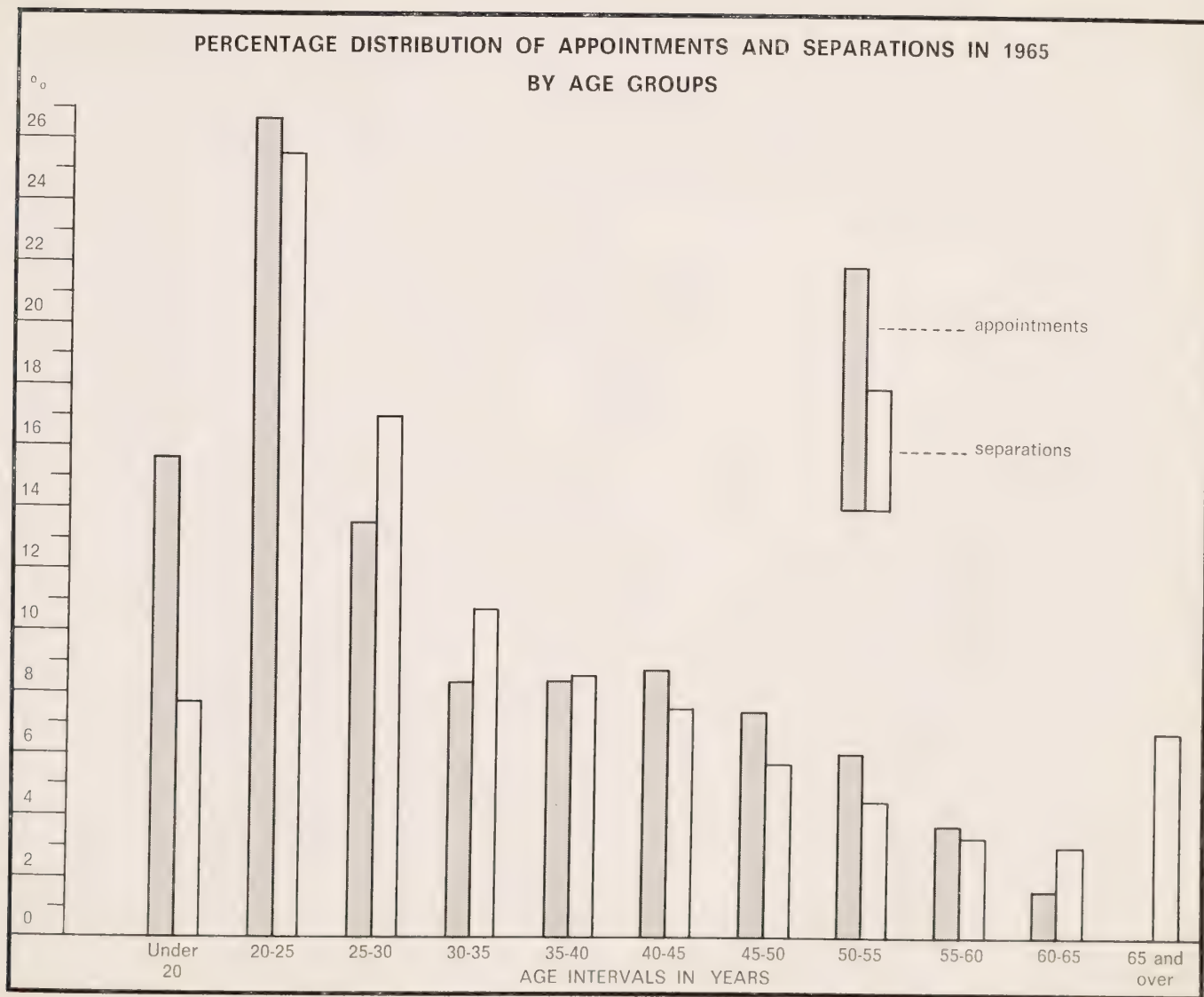


PERCENTAGE DISTRIBUTION OF STAFF  
BY YEARS OF SERVICE  
AS OF DECEMBER 31, 1965



PERCENTAGE DIVISION OF STAFF  
1960 - 1965  
BY AGE GROUPS

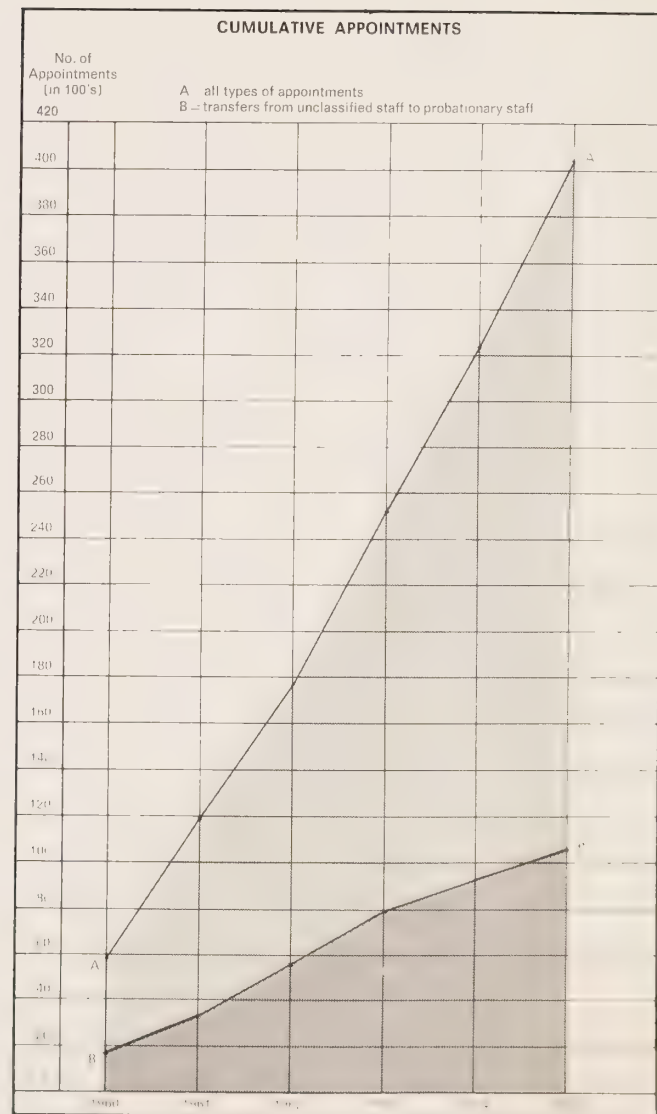
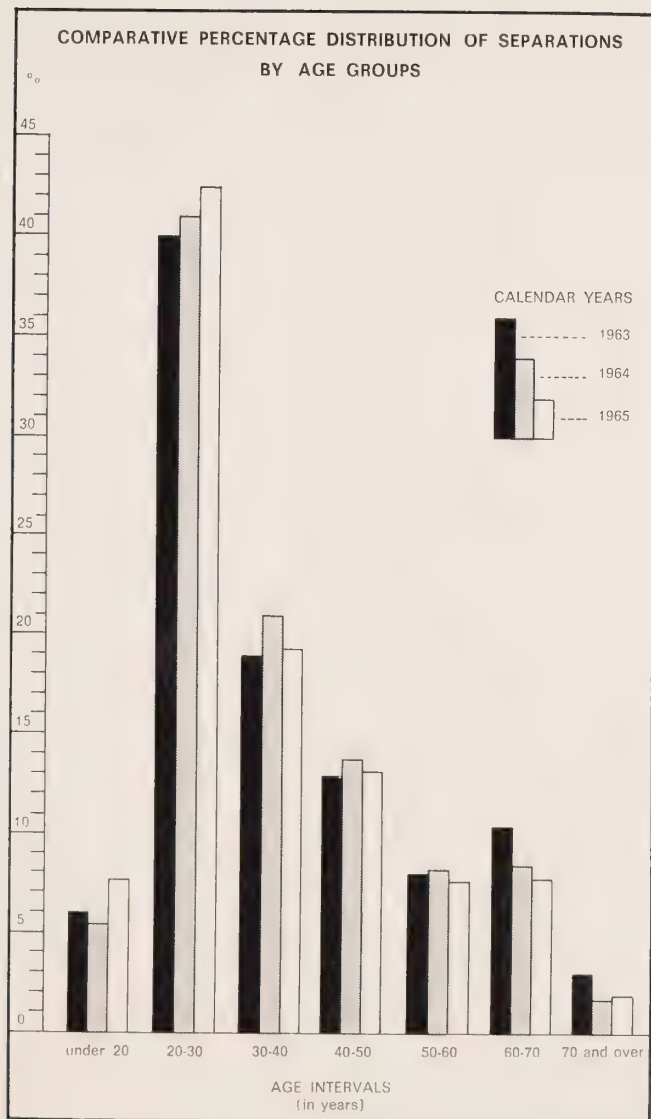




# CIVIL SERVICE ENROLMENT, JANUARY 1, 1965 - DECEMBER 31, 1965\*

DEPARTMENTS	Total Staff December 31, 1964	Appointments	Separations	Transfers		Total Staff December 31, 1965
				In	Out	
Agriculture	1,868	256	252	13	7	1,878
Attorney General	1,213	277	166	30	15	1,339
Provincial Police	3,240	435	243	11	8	3,435
Civil Service	137	45	25	10	20	147
Economics & Development	228	112	49	10	6	295
Education	1,937	524	334	20	6	2,141
Energy & Resources Management	130	29	15	7	3	148
Health	1,107	256	206	24	14	1,167
Hospitals	12,021	2,580	2,375	181	199	12,208
Highways	8,435	1,780	1,183	18	51	8,999
Labour	547	144	70	11	4	628
Lands & Forests	2,490	196	207	10	13	2,476
Lieutenant-Governor	2	—	2	1	—	1
Mines	256	37	34	1	4	256
Municipal Affairs	276	70	53	9	3	299
Prime Minister	25	4	4	2	1	26
Provincial Auditor	70	10	6	2	3	73
Provincial Secretary & Citizenship	402	75	67	3	7	406
Public Welfare	653	166	102	7	10	714
Public Works	1,556	152	176	10	11	1,531
Reform Institutions — inside	157	46	27	21	6	191
Reformatories	1,965	266	317	108	114	1,908
District Jails	203	16	18	16	4	213
Tourism and Information	189	41	27	11	3	211
Transport	1,019	269	163	9	10	1,124
Treasury	1,284	303	251	11	40	1,307
University Affairs	5	10	1	6	—	20
<b>TOTALS</b>	<b>41,415</b>	<b>8,099</b>	<b>6,373</b>	<b>562</b>	<b>562</b>	<b>43,141</b>

\*The transfer of Ontario Agricultural College, Ontario Veterinary College and Macdonald Institute from the Department of Agriculture to the University of Guelph is not included





# SEPARATIONS IN THE CALENDAR YEAR 1965

Reason	Total	Regular	Probationary	Males	Total Females	Married Females
STATUTORY .....	469	379	90	328	141	46
INVOLUNTARY						
insufficient qualifications .....	44	1	43	32	12	6
habitual tardiness .....	10	1	9	5	5	1
unauthorized absence .....	94	20	74	59	35	7
inefficient performance .....	137	16	121	89	48	15
insubordination .....	9	3	6	8	1	—
improper conduct .....	32	13	19	29	3	2
offence against Criminal Code .....	7	5	2	7	—	—
VOLUNTARY						
home responsibilities .....	824	466	358	29	795	677
change of community .....	688	339	349	196	492	221
continuation of education .....	398	95	303	246	152	13
entering own business .....	85	64	21	69	16	13
retiring from work .....	72	55	17	19	53	32
better paid position .....	2,043	1,226	817	1,651	392	143
health reasons .....	275	152	123	82	193	117
DISSATISFIED WITH						
remuneration .....	82	46	36	73	9	4
working conditions .....	128	59	69	60	68	27
job assignment .....	117	49	68	65	52	19
prospects for advancement .....	38	26	12	31	7	2
no reason given .....	521	231	290	298	223	96
TRANSFER to another Public Service						
Jurisdiction .....	122	94	28	69	53	31
DEATH .....	178	156	22	150	28	11
<b>TOTAL</b>	<b>6,373</b>	<b>3,496</b>	<b>2,877</b>	<b>3,595</b>	<b>2,778</b>	<b>1,483</b>

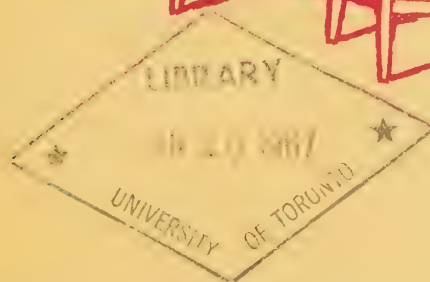




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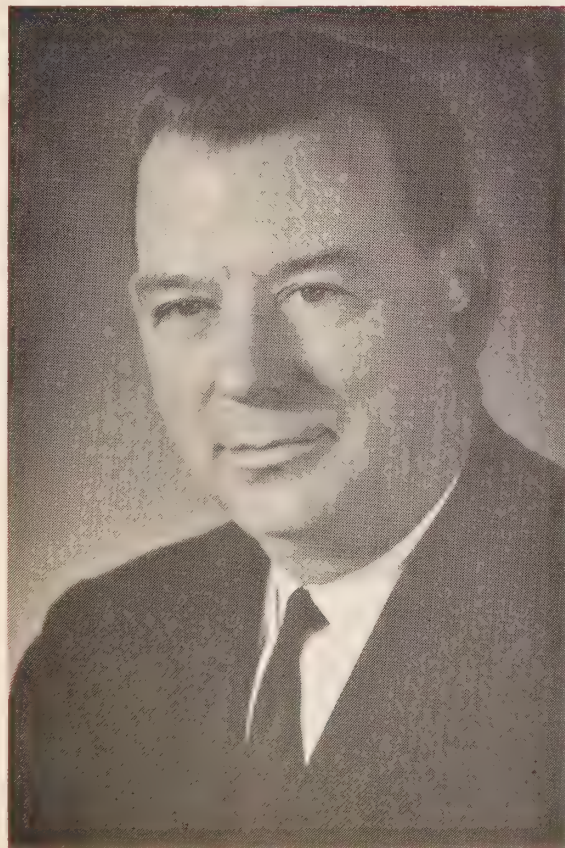


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# **REPORT of the Civil Service Commission 1966**



PRINTED BY ORDER OF  
THE LEGISLATIVE ASSEMBLY OF ONTARIO  
SESSIONAL PAPER NO. 35, 1967



The Honourable Charles S. MacNaughton  
Treasurer of Ontario

*To: The Honourable W. Earle Rowe, P.C.(C),  
Lieutenant-Governor of the Province of Ontario.*

*MAY IT PLEASE YOUR HONOUR:*

*The undersigned has the honour to transmit  
the Annual Report of the Civil Service Commis-  
sion of Ontario for the year ending December 31,  
1966.*

*Respectfully submitted,*

*Treasurer of Ontario*



D. J. Collins, Chairman, Civil Service Commission

*To: The Honourable Charles S. MacNaughton,  
Treasurer of Ontario.*

*Sir:*

*I have the honour to present to you the Annual  
Report of the Civil Service Commission and the  
Department of Civil Service for the year ending  
December 31, 1966, pursuant to Section 4(g) of the  
Public Service Act.*

*I am, very respectfully,*

*Chairman, Civil Service Commission.*

## HIGHLIGHTS OF 1966

- 39,000 civil servants received pay increases; the annual payroll increased by 15%; average salary increased by 8.2%.
- The Recruitment Branch sent out 24,000 applications to the public, and 80% were returned; more high school graduates were hired than ever before.
- 42.7% of appointments were under 25 years of age; 27.1% of appointments were 40 years of age or older.
- 1,201 classes were established or revised.
- 115,447 employee transactions were processed, involving hundreds of thousands of individual items of information.
- Bargaining arrangements were extended to include Crown employees of the Niagara Parks Commission, Water Resources Commission, and Hospital Services Commission.
- The Employee Services Office was established to co-ordinate programs aimed at solving behavioural medical problems in the Public Service.

Government  
Publications

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# DIRECTORY

as of December 31, 1966.

The Minister to whom the Commission  
reports ..... Treasurer of Ontario  
Hon. C. S. MacNaughton

## Civil Service Commission

Chairman ..... D. J. Collins  
Commissioner ..... C. E. Brannan  
Commissioner ..... J. S. Yoerger  
Secretary ..... H. F. Goss

## Department of Civil Service

Deputy Minister ..... D. J. Collins  
Executive Director  
Recruitment and Research ..... D. N. Omand  
Executive Director,  
Personnel Management ..... H. Copland  
Director, Administrative  
Services Branch ..... A. Hemmingway  
Supervisor, Data Processing ..... N. G. Crowe  
Director, Recruitment Branch ..... Mrs. E. M. McLellan  
Director, Training and  
Development Branch ..... S. Davidovich  
Director, Pay and  
Classification Standards ..... Mrs. E. J. Etchen  
Director, Personnel Research  
Branch ..... S. D. Saleh  
Director, Planning and  
Audit Branch ..... K. W. Skelton  
Editor, Publications ..... A. P. Heathcote  
Personnel Officer ..... H. F. Goss  
Senior Employee Counsellor,  
Employee Services ..... S. H. Parsons

## Ontario Joint Council

Chairman ..... A. R. Dick, Q.C.  
Alternate Chairman ..... G. H. Spence  
Government Representatives ..... T. R. Hilliard  
T. M. Eberlee  
H. E. Elborn  
H. Copland

Civil Service Association  
Representatives ..... G. T. Gemmell  
N. D. Smith  
J. F. Wolfe  
Secretary ..... N. Phelps

## Public Service Grievance Board

Chairman ..... Professor R. Presgrave  
Members ..... W. C. Alcombrack  
S. W. Clarkson  
D. A. Crosbie  
Mrs. E. Smith  
F. E. Wood  
Secretary ..... N. Phelps

## Public Service Classification Rating Committee

Chairman ..... Professor R. Presgrave  
Member ..... Mrs. E. Smith  
Secretary ..... N. Phelps





# SIGNIFICANT DEVELOPMENTS

## Re-organization of the Department

Three major innovations of organization affected the Department of Civil Service in 1966. They were as follows:

- The combining of the Pay Research and Position Administration Branches into the Pay and Classification Standards Branch.
- The establishment of the Planning and Audit Branch, the basis of which was formerly a section of the Position Administration Branch.
- The formation of the Employee Services Branch, to develop and administer a program of assistance for civil servants with behavioural and health problems.

## Recruitment Branch

In addition to handling many thousands of personal applications and interviews, the Recruitment Branch processed a record-breaking 19,000 application forms during 1966. This represented an 80% return of applications sent out to the public.

The Ontario Government's expanding programs for the people of the province placed a heavy load on recruitment to fill vacant positions with the best-qualified people. The Department of Public Welfare required 334 new staff; the Ontario Housing Corporation required a much-enlarged administrative staff; and the demands for OMSIP personnel have remained high.

University recruitment continues to rise, 510 students having been interviewed and 85 hired in 1966 as compared with 354 interviewed and 58 hired in 1965. In addition, 11 Administrative trainees were hired, as compared with 5 the previous year.

Recruiting in Technological Institutes was added to existing university and high school recruiting programs. New hiring of high school graduates reached an all-time high with 249 placements, compared with 145 in 1965.

(A more detailed account begins on page 15.)

## Planning and Audit Branch

The branch was created on April 1, 1966, when the Planning and Audit Section was separated from its parent branch and established as a separate entity.

As a result of this change of status, the terms of reference were broadened — from checking the validity of organizational data developed by the operating depart-

ments, to include the review of all aspects of personnel administration. Specifically they are:

- To ascertain whether the central agency policies and standards are being properly applied in the operating departments.
- To promote effective personnel programs within the operating departments based on central agency policies and standards.
- To assist all personnel staff in providing a high degree of service to departmental management.
- To assist departmental management in resolving their operating problems in accordance with the policies and standards of the central agency.
- To recommend to the central agency, changes necessary in policies and standards in the light of conditions prevailing in the operating departments.
- To inform the Department of Civil Service of programs being carried out in the operating departments.

(A more detailed account begins on page 24.)

### **Pay and Classification Standards**

This new Branch was established in April, when part of the former Position Administration Branch merged with the Pay Research Branch. With the advent of collective bargaining it was necessary to develop common objectives of classification and pay and to co-ordinate the two functions more closely. The bargaining process will have a profound influence on our future job-evaluation and pay practices; the concern of the new Branch is to adapt the present situation to meet future needs.

(A more detailed account begins on page 20.)

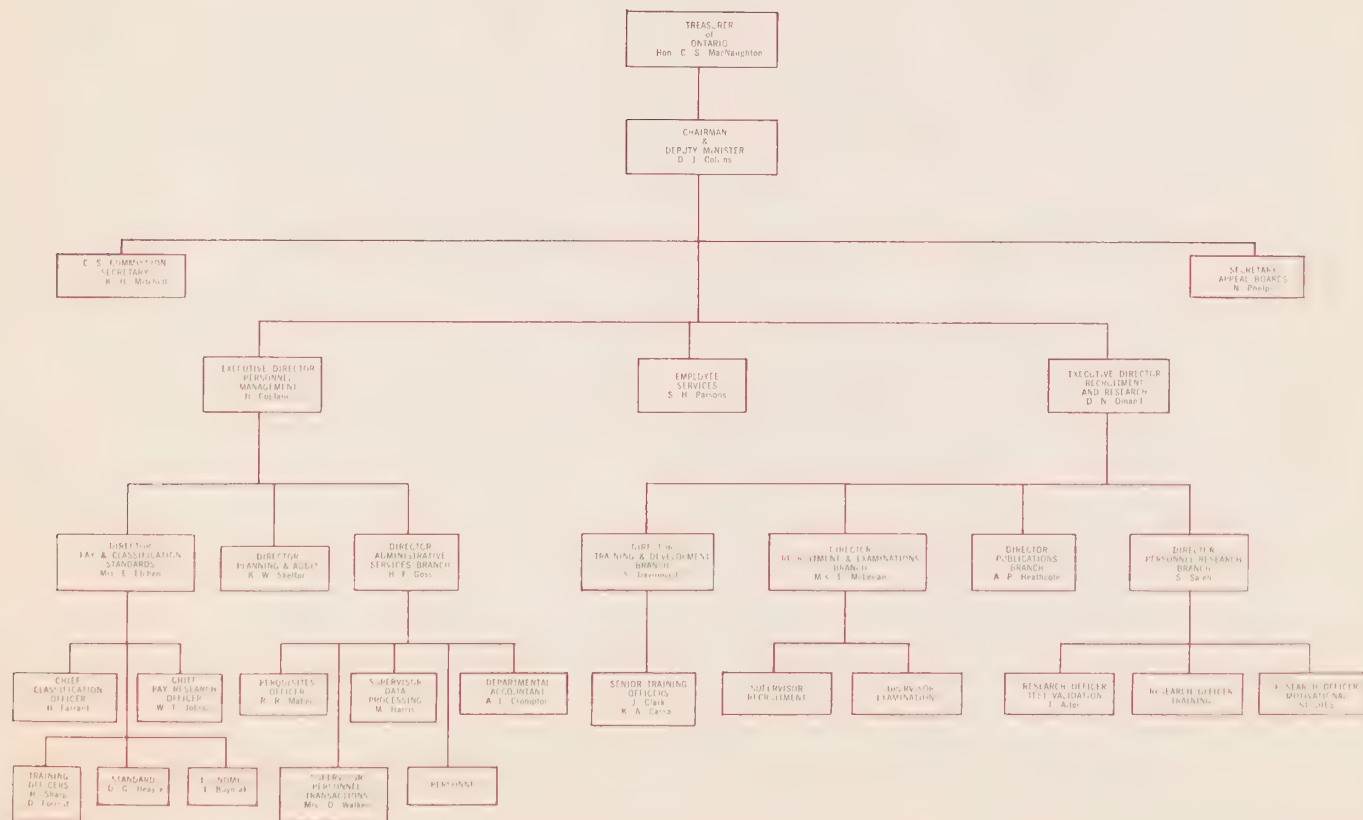
### **Training and Development**

Throughout 1966, the Branch's efforts were directed mainly towards consolidating the management development program introduced in 1965.

Twelve two-week, full-time Supervisory Training Courses were held in Toronto. To meet the growing demand for supervisory training, the Training and Development Branch conducted one-week Supervisor Courses in a variety of locations in Ontario. Other courses offered were, a 12-week, full-time Systems and Procedures Course and English improvement and report-writing courses for some 80 employees.

The Department of Economics and Development and the Fire College of Ontario were assisted in developing management and supervisory training programs to meet their specific needs. Extensive planning for a 5-day "Blake Grid" Managerial Seminar for Deputy Ministers (which began in January, 1967) was carried out. Preparations were made for a twelve-week training course for statistical personnel to be offered in 1967 under the joint auspices of the Branch and the Ontario Institute for Studies in Education. (A more detailed account begins on page 26.)

# DEPARTMENT OF CIVIL SERVICE ORGANIZATION AND PERSONNEL



## Personnel Research Branch

During 1966 much of the work done by the Personnel Research Branch consisted of projects undertaken at the request of departments. In addition, two general studies were completed.

First in the latter category was a study of language usage throughout the Ontario Civil Service. Results showed that, in general, language abilities in the service reflect the language structure of the province and that usage is related to the function of a department and geographic location of its employees. The other general study was related to staff turnover.

In the areas of motivation and training, studies are being conducted on behalf of the Departments of Labour, Economics & Development, Lands & Forests, and Health, and the Organization and Methods Branch of the Treasury Board Secretariat.

The increased use of the Branch's services by operating departments is evident from the following projects undertaken: development of a selection test for the Ontario Provincial Police; validation of tests for use by the Department of Reform Institutions; and, now under way for the Department of Health, development of a test for selection of hospital aides and attendants.

The Branch also co-operated with the Training and Development Branch by evaluating a number of training programs — notably the newly-developed Speed Reading Course, concerning which it made recommendations on organization.

Other areas covered by the Branch included compilation of statistics about the Civil Service and development of test norms.

(A more detailed account begins on page 29.)

## Publications

Major productions of the Publications Branch in 1966 were: five issues of TOPIC magazine; 18 issues of TOPIC Bulletin; the Annual Report; and the Employee Information Handbook — “Working Together for Ontario”.

In co-operation with the Recruitment Branch, the Publications Branch produced several job-opportunity pamphlets as well as a general information brochure. Allied responsibilities included overseeing the redesign of the Department's C.N.E. display, and the design and production of display cards.

Periodically the Branch performed Public Relations functions for the Department — via news releases, photo releases and direct communication with newsmen — to disperse information on various Government matters of special significance to the Ontario Public Service.

(A more detailed account begins on page 32.)

## **Administrative Services**

The number of employee transactions handled by the Department of Civil Service continued to increase during 1966. In total, 115,447 transactions were processed. The need for greater computer utilization in personnel administration was recognized, and a study of how best to accomplish this was completed.

During 1966, the Administrative Services Branch began conversion of the existing unit record system to an electronic computer installation. Over 100 computer programs were developed by the end of the year. A master tape library now in existence will provide for existing demand as well as speed conversion to the new personnel resources system.

Excellent progress was made toward consolidating personnel directives in a procedures manual.

(A more detailed account begins on page 35.)

## **Credits and Perquisites Administration**

During 1966, 1518 eligible employees were paid a total of \$1,737,322.97 in attendance credit gratuities. Employees who left the service and received gratuity payment in 1966 represent 24% of the total separations.

Total Payroll deductions for 1966 amounted to \$1,255,579.34, or \$70,470.00 more than in 1965.

Amendments to Regulations under the Public Service Act provided new benefits in the form of payment of credits to employees on staff before October 1, 1965, who separated involuntarily after five but less than ten years' service.

Following surveys and inspections, some of the charges for tenancies of the Department of Lands and Forests in Northern Ontario were revised.

(A more detailed account begins on page 37.)

## **Employee Services**

In May, 1966, the Government of Ontario announced the approval of a policy concerning alcoholism and behavioural problems in the Public Service in keeping with policies developed by good employers in the private sector.

The policy recognizes that addiction to alcohol is an illness which may be treated, and provides that the Department of Civil Service and the Department of Health, in co-operation with the Alcoholism and Drug Addiction Research Foundation, will assist the government departments in developing suitable programs for the rehabilitation of employees and their restoration to normal work-performance and productivity.

In July, 1966, an Employee Services office was established in the Department of Civil Service to assist departments in the implementation of the policy.

(A more detailed account begins on page 40.)



## **Collective Bargaining**

The Ontario Joint Council was established in 1963 as the medium for negotiation between public servants and the Government. During its third year in operation, to simplify procedure, the Council was reduced from eight to six members and the formal requirement to meet at specific intervals was removed.

The Council held eleven meetings in 1966. A very important development which indicates the success of the system is that bargaining arrangements now extend to include crown employees within the meaning of Section 1 of the Public Service Act. Thus bargaining procedures are now applicable to employees of the Niagara Parks Commission, and Hospital Services Commission.

The Appeals Procedure for the Ontario Civil Service includes appeals to the Public Service Grievance Board to arbitrate grievances in respect of terms of employment, working conditions, or discharge, and appeals on matters of classification. The Public Service Grievance Board received 82 applications for hearing during 1966. The Classification Rating Committee received 49 grievances on matters of classification referred to it by the Chairman of the Civil Service Commission.

The Civil Service Commission is responsible for assisting departments in arranging for the election of members to Council and for making or amending regulations in respect of those Councils. In operation throughout the Public Service in 1966 were 12 Departmental Councils and 75 Branch Councils.

(A more detailed account begins on page 43.)

## RECRUITMENT BRANCH

During one of its busiest years ever, the Recruitment Branch interviewed and corresponded with a record number of applicants from all over Canada.

When a vacant position is posted throughout the Civil Service or advertised in the press, applicants are invited to telephone or write to the Branch for further information. If an applicant meets the published qualifications, he completes the proper form and returns it to the Branch. The 19,000 applications processed represent an 80% return of applications sent out to the public.

Many people also come in person to the Employment Office of the Recruitment Branch to apply or be counselled on employment possibilities.

### **Growing Departmental Programs**

Expanded programs for people in the Ontario Government created a high volume of activity in the recruitment of qualified staff. Most of the key staff required were from highly competitive fields in the professions. The early part of 1967 saw a high volume of recruiting activity in the new Department of Financial and Commercial Affairs and the Centennial Centre of Science and Technology.

With funds made available under the Canada Assistance Act, the Department of Public Welfare was committed to expanded programs and a major recruiting drive for 334 new staff mainly in the Welfare Allowances Branch.

The Ontario Housing Corporation also launched major programs, its administrative staff needs being unprecedented.



*Mrs. E. M. McLellan, Director*

The Ontario Medical Services Insurance Plan (OMSIP), which began in 1965, placed heavy pressure on recruitment resources to fill a large number of positions in clerical, data-processing, and systems and procedures. The demands for OMSIP staff are expected to remain high.

### **Revised Salaries**

New salary awards during the year covered nearly all employees in the Civil Service. New rates were announced for clerical, maintenance and technical, institutional, administrative and professional classes. In each instance a renewed advertising campaign was conducted to reduce vacancies in departmental staff.

The new rates of pay made a substantial difference in response to advertised vacancies, but vacancies continue in many classes due to the general shortage in the community of persons with specialized skills — social workers, electronic data-processing personnel, psychiatrists, and psychologists, among others.

In the first group to benefit from revised rates were, clerical, maintenance and technical workers, in June 1966. Then followed an interim salary increase for institutional classes, which affected large groups of employees in hospitals and reform institutions.

Recruiting difficulties were eased somewhat when the social worker and welfare classes received salary adjustments late in the year. In early 1967, revision of the administrative and professional classes precipitated a renewed advertising and recruiting program for staffing the various fields affected.

### **Student Recruitment Programs**

#### **Universities**

The continuing increase in enrolments at Ontario Universities contributed significantly to the number of graduating students who became interested in working for the Ontario Public Service. Last year approximately 510 students were interviewed on campus, and 85 of them were hired to work in various departments. The previous year 354 students were interviewed and 58 were hired. While it is too early to predict the outcome of this year's on-campus recruiting, considerably more students are known to be interested in Government employment.

The Administrative Trainee Program was again very well received, and 11 trainees were hired as contrasted with 5 in the previous year. This year 15 trainees are being sought. Not only are senior university students interested in this type of training, but more and more departments are taking advantage of the potential in these highly-trained graduates.

Government departments on the whole are now quite aware of the need to hire well-qualified graduates; they have even participated in several on-campus interviews. This type of involvement, if it continues, cannot but greatly benefit the university recruitment program.



Publicizing career opportunities with the government service.

Recruitment Branch Personnel interviewed a record number of job applicants during 1966.





### **Centennial Student Exchange Program**

The Recruitment Branch contributed manpower to help make the Centennial Student Exchange Program a success. Special on-campus interviews were held at the Universities of Laval and Montreal for students interested in working in other provinces during their summer vacation.

### **Technological Institutes**

Recruiting in Technological Institutes was added to existing university and high school programs. It is too soon to say how many graduates of our institutes of technology will join the Public Service, but early indications are that students are interested in government employment.

Graduates in architectural technology, business administration, chemical, civil, electrical and mechanical technology, forestry technology, journalism, medical laboratory technology and welfare diploma courses, are all being encouraged to investigate opportunities in the public service.

Student interviews took place at the five Institutes of Technology at Toronto, Hamilton, Windsor, Ottawa, and Kirkland Lake.

Laboratory work, accounting-training programs, tax auditing, and public relations were some of the major fields of interest for the graduating students.

### **High Schools**

New hiring of high school graduates reached an all-time record last year when 249 students were placed, compared with 145 the previous year. The high school program is under the direction of a high school liaison officer who guides students into the public service by various means. First she speaks to groups of students in their schools to describe the Ontario Government as an employer and outlines specific job opportunities in the public service. Then, each spring before graduation, she arranges group tests in clerical, typing and stenography for students interested in the Public Service.

A third and no less valuable part of the high school program which serves to introduce students to the public service is the Work Experience Program in co-operation with high school principals and their guidance counsellors. Students are placed in various work situations in departments for one week's on-the-job training. This usually involves experience in typing, filing, shorthand and general office routines, and often the use of specialized equipment not normally found in the schools. During this work week the students are given a tour of the Legislative Buildings, and at the end of the week all are brought together to review their experience.

While our high school program emphasizes opportunities for high school graduates, the high school liaison officer also stresses to the students the wider scope available to those who can continue their education in a post-secondary school.

## Examinations and Testing

The examinations section of the Recruitment Branch provides a service to the operating departments and the Central Agency by testing applicants and employees. The tests are used as an objective tool for assessing either new candidates or employees eligible for promotion or transfer. The examinations may be for skill, such as typing and shorthand or general knowledge tests. Sometimes a test of specific job content is used to determine an employee's or applicant's knowledge in particular areas.

Five broad categories of tests can be identified:—

- Administrative, which includes personnel, executive, and public relations officers.
- Administrative support, which includes 7 grades of clerical workers and covers a vast number of diverse positions.
- Social service, which covers rehabilitation, human rights and citizenship liaison officers and welfare officers.
- Technical, concerned largely with cartographers, draftsmen and survey technicians.
- Operational and inspectional, which covers boiler and factory inspectors.

More than half (58%) of those who write these tests achieve a satisfactory passing standard. Of those who take the skill tests, 56% pass in typing and 60% in shorthand.

There is an increasing trend by the departments to use tests as a means of determining eligibility for promotion. In some classes failure to pass is a barrier to further advancement.

Government  
Examinations



## PAY AND CLASSIFICATION STANDARDS

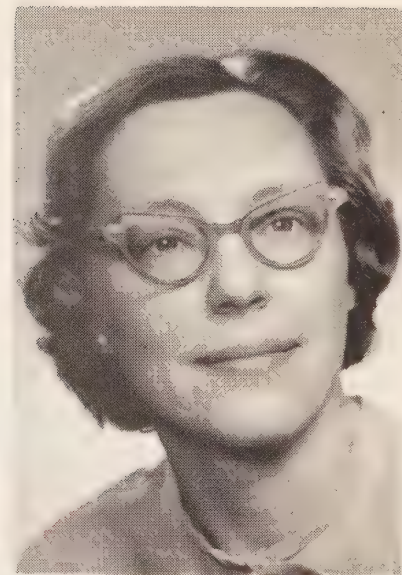
### Classification Section

During 1966 the Civil Service Commission developed and implemented the policy of delegated classification. Departmental personnel officers were given authority to assign positions to designated classes and to certify as qualified those employees about to be promoted or otherwise assigned to these positions. Position descriptions are still filed with the Classification Office; this permits the activities of departmental classification operations to be assessed. The new policy appears to be successful, although certain areas require review.

Some 7,000 position specifications were received to be evaluated and classified. Of these, about 1,500 were classified by Departments. The decreasing work-load this year is attributed to the fact that most positions are now covered by written descriptions; updating and maintenance are the most common reasons for submitting new or revised descriptions. Also, 153 new classes were established and 294 revised or new class descriptions were prepared.

The following significant projects were undertaken during the year:

- New Series were developed for the Centennial Centre, including such occupations as exhibition designers, preparators and museum assistants.
- New standards for Hospital Business Administrators and their Assistants replaced former ones which had not been revised for several years.
- A number of new class series were developed for technicians in various laboratories, engineering operations, and other similar areas.
- The former series applying in the Land Titles Offices was replaced by a new Land Registration Officer series.



*Mrs. E. J. Etchen, Director*

## Grievances

In 1966, Professor J. A. Sarjeant, School of Business, University of Toronto, and Mr. J. A. Bridges, Manager, Personnel Department, Toronto Hydro-Electric Power System, resigned from the Classification Rating Committee. Professor R. Presgrave, who is also Chairman of the Public Service Grievance Board, became Committee Chairman in the autumn. In the interval of several months between the resignation and new appointment, no hearings were possible.

The Committee heard 29 grievances: 18 cases were dismissed and 10 awarded to the grievor, one was referred back to the parties, and 23 were withdrawn after investigation by Classification Officers. At the end of the year there were 28 in process.

Since the Committee was formed in 1960, 300 classification grievances have been filed with the Chairman of the Civil Service Commission. Of these, 109 have been dismissed by the Committee, 51 awarded to the grievor, and 112 withdrawn after investigation; 28 are in process. As many grievances are resolved at the first supervisory level and do not come to the Department of Civil Service, these statistics do not truly indicate the number of complaints resolved by, and therefore the effectiveness of, the grievance procedure.

## Technical Training Section

Position administration training was continued during the year for members of departmental personnel staffs and supervisors.

A new three-day course was introduced to provide basic training for departmental classification staffs; the course was developed to fulfil the increased need for training concomitant with the new policy of delegated classification. Also arranged were a few three-day courses in position analysis for supervisors.

The following courses were conducted throughout the province in 1966:

Position Analysis Course (2 weeks)	— 4 courses — 33 participants
Position Classification Indoctrination Course (3 days)	— 4 courses — 47 participants
Personnel Officers' Refresher Course (3 days)	— 2 courses — 11 participants
Position Analysis Course for Supervisors (5 days)	— 8 courses — 99 participants
(4 days)	— 9 courses — 104 participants
(3 days)	— 4 courses — 28 participants

## **Pay Research Section**

Major surveys included clerical, office, and maintenance classes, started in 1965 and completed in 1966; technical classes, professional engineers, inspectional classes, and social workers.

Negotiations continued into 1966 on the clerical, office, and maintenance classes, and on the technical classes. As they were unsuccessful, arbitration proceedings were begun. The decision of the Arbitration Board was received and implemented in June.

Negotiations on inspectional classes took place during the autumn and had not been concluded by the year's end.

Negotiations on social work classes took place during the spring and summer; revisions were implemented in October.

A revision for professional classes was under consideration at the end of the year: under the cyclical review policy, these would not have been reviewed until October 1967.

## **Some Totals for 1966**

- 153 new classes were established at a cost of about \$499,000.;
- 1,048 classes were revised at a cost of about \$18,167,000.; and
- approximately 39,000 civil servants received increases.

**Law Enforcement** — the second stage of revisions negotiated in 1965 became effective July 1, 1966.

**Inspectional and Investigational** — negotiations were conducted but no settlement had been reached at the end of the year. This group includes about 90 classes with approximately 900 employees.

**Social Work and Welfare Administration** — the review date for this group was changed from August 1 to April 1, 1966. Increases were in two stages, one effective April 1, 1966, and another on October 1, 1966. The agreement expires March 31, 1967.

**Institutional Services** — the second stage of revisions negotiated in 1965 came into effect April 1, 1966. This group was also given another adjustment effective October 1, 1966. The cyclical review date for these classes, with the exception of nurses, therapists and child care workers, was moved forward to January 1, 1967.

### **Office, Administrative, Maintenance, Trades, Services and Technical Classes —**

The Arbitration Board awarded increases in two stages as follows:

Office and Administrative	—	8% January 1, 1966
		4% January 1, 1967
Maintenance, Trades and Services	—	17% January 1, 1966
		4-8% January 1, 1967
Technical	—	5% January 1, 1966
		5% January 1, 1967

### **Standards Section**

This new section was established in 1966. The Standards Officers regrouped the Pay Research Cycle along occupational lines. The present classification structure is being reviewed and new concepts of job evaluation are being studied. Over a period of time it is hoped our classification structure can be simplified and the number of classes reduced. New class or evaluation standards to be prepared will be developed in co-operation with operating officials so that they will more readily meet their needs. A review of problems inherent in evaluating engineering positions had been completed by the end of the year.

## PLANNING AND AUDIT

Since the Planning and Audit Branch is concerned primarily with fundamental problems, it is using the operational audit approach to meet its objectives. The audit team studies the particular programs of the unit under review in order to understand their objectives, and also the problems and difficulties facing local management. Inconsistencies, departures from stated local departmental policy, problems having personnel implications and situations that contravene central agency standards and policies are reported to departmental management, for, without its awareness and participation, the personnel aspects of these problems cannot be satisfactorily handled. Assistance in resolving these problems is provided wherever necessary. In addition, instances where central agency standards or policies require modification or change to be more meaningful are noted, and reported to the appropriate authority. Thus, the departmental operation acts as the medium through which personnel standards are audited.

Having the advantage of tying the application of standards to actual work situations, this method presents them in terms more readily understood by local managers. The participation of departmental personnel staff in these activities is encouraged, as the audit is regarded as an extension of their function, rather than a substitute for it. Reports detailing findings and recommendations are sent to the departments concerned and appropriate branches of the central agency.

Broadening of the scope of the branch's activities has necessitated deeper study of situations and made assignments more time-consuming. A typical assignment takes a two-man team from six weeks to two months to complete. The number of audit staff having remained virtually constant at six, the number of completed assignments has naturally declined. In the period from April to December, 1966, ten assignments were completed in the departments of Reform Institutions, Agriculture



K. W. Skelton, Director

and Food, Lands and Forests, Highways, Treasury, Provincial Secretary and Citizenship, and Labour. The activities of 1067 staff in 468 separate positions were reviewed. Problems were revealed ranging from communication difficulties, both internal and with the central agency, to program anomalies which had resulted in wrong classifications for a number of staff. Several cases involving status or pay of individuals, including the resolution of grievances, were regularized. In addition, a need to modify standards concerning regulations, position administration practices and processing methods was also indicated.

Although still in its infancy, the program appears to be fulfilling a need — judging by the demands for its services, which are greater than resources can provide.



## TRAINING AND DEVELOPMENT

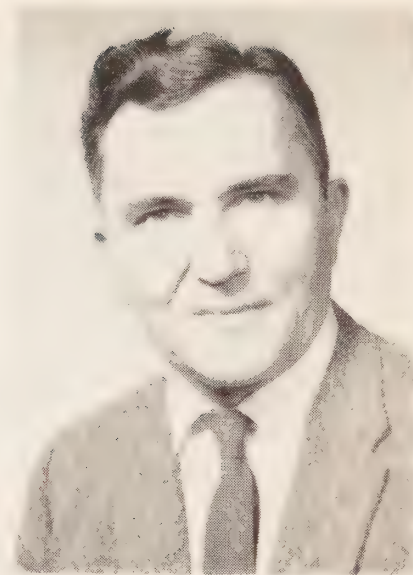
The year's activities were directed mainly towards consolidating the management development program introduced in 1965.

Twelve two-week, full-time Supervisory Training courses were held in Toronto, with over 250 employees from all departments participating. To meet the growing demand for supervisory training, the Branch offered eight one-week Supervisory Training Courses at various locations throughout the province. This condensed course was attended by 290 employees from the Departments of Lands and Forests, Health, and Highways.

Sixty-two employees at the middle management level took part in three Management Development courses held in Toronto, while a total of 51 senior administrators took part in the Senior Officers' Conference and Seminar held at the University of Guelph.

The Administrative Trainee program more than doubled in size during the year; eleven university graduates were recruited on a contract basis for the one-year period. Through attachments to six of the ten participating departments, each trainee will familiarize himself with government functions and gain an understanding of the managerial problems of the public service. In addition to on-the-job training, all participants in the program are required to attend the weekly Orientation sessions for newly-recruited officers, conducted by the Training and Development Branch, and to enrol in the Certificate Course in Public Administration, conducted by the University of Toronto, Division of Extension.

The growing complexity of the Public Service has created a need for systems and data-processing specialists. To meet this need, the Branch, in co-operation with Organization and Methods Services Branch of Treasury Board, developed a three-



Stephen Davidovich, Director

month, full-time course for Systems and Procedures officers. Of the 25 employees nominated by departments to take part in the course, 21 passed the final examination successfully and were awarded certificates of attainment. Most of these employees have now been placed in positions where departments can derive maximum benefit from their newly-acquired skills.

The typing and shorthand courses initiated by the Branch in 1965, in co-operation with the Department of Education and the City of Toronto Board of Education, had to be discontinued in 1966 because of insufficient enrolment. During the period from May 1965 to June 1966, 41 students successfully completed the shorthand courses and 24 the typing course. With few exceptions these employees have been relocated in positions within the Public Service where they can make use of their new or improved skills. Both courses will be offered again when justified by the needs of the service and the number of potential students.

In co-operation with the City of Toronto Board of Education, a three-month, part-time course in English Usage for clerical and managerial staff was offered in October, particular emphasis being placed on report writing. Participants were given two

Graduates and instructional staff of one of three Management Development courses held in Toronto.



hours off work daily to attend classes. Forty-two students passed the final examination, thereby meeting Department of Education standards for the issue of certificates of equivalency at the level of Grade 12 or 13.

Two evening courses — "Advanced English Composition and Business Letter Writing" and "Effective Report Writing" — were advertised late in December. Classes in each subject will be held two nights a week at the Toronto Board of Education's Adult Training Centre, beginning early in 1967.

In March the bursary provisions comprising subsection 4 of Section 16b of the Regulations made under the Public Service Act were revised. The bursaries offered are now related to the salary of the employee rather than the academic level of the course he proposes taking, as was previously the case. The maximum bursary available has been increased from \$250.00 to \$410.00 per month for an employee with 3 dependents and earning a salary of \$9,500. per year. Effective September 1st, the change was made to provide more realistic financial support for employees at the middle salary levels who return to school or university to take courses related to their work.

The Civil Service Commission approved 144 requests during the year for leave-of-absence to attend full-time courses at schools or universities. Fifty-seven employees were granted leave with full pay; 48 were granted bursaries and had course fees paid on their behalf; 27 were granted leave-of-absence without pay; and 12 were allowed to break their period of continuous service to attend courses not related to their work.

The trend towards increasing co-operation between different levels of government resulted in the Branch's playing an active role in two co-operative ventures during the year. At the request of the Civil Service Commission of Canada, the Branch prepared a two-day program dealing with the social and economic problems of Ontario. It was incorporated in the Senior Course in Government Administration, the Federal Government's 3-month training program for its senior administrators. The segment of the course dealing specifically with Ontario took the form of a 3-day visit to Toronto, during which the Prime Minister, the Hon. J. P. Robarts, spoke to the participants at an informal luncheon meeting. Leaders for the formal sessions were drawn from the governments of Canada, Ontario, and Metropolitan Toronto, and from the University of Toronto.

During October, Ontario was host at a two-day meeting of government Training Directors, held as a result of a recommendation by the Conference of Civil Service Commissioners. The meeting afforded the Training Directors an opportunity to discuss the philosophy and practices followed by their jurisdictions with regard to staff development. Those who took part felt that this exchange of information and ideas was a most valuable experience and hope that such exchanges will take place on a regular basis in future.

## PERSONNEL RESEARCH

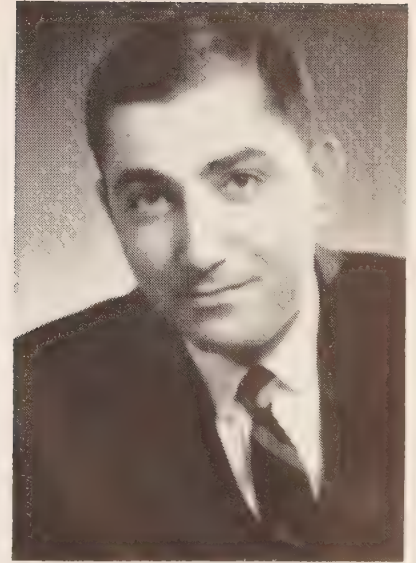
The activities of the Personnel Research Branch during 1966 were dominated by studies based on requests from departments. The Branch therefore made only two studies of a general nature: first, the study of language use and characteristic patterns of administration of the Ontario Civil Service, and second, the study of staff turnover.

The first study was conducted in co-operation with the Royal Commission on Bilingualism and Biculturalism, with the approval of the Premier. All departments participated, and the sample included almost six thousand employees. The results showed a striking similarity between the linguistic abilities of civil servants and the language pattern of Ontario. It also indicated that the pattern of language use is primarily determined by the department's function and the geographic location of its employees. Further studies — to determine the linguistic skills of employees in each department and what jobs require knowledge of another language or other languages — were recommended.

Ten departments of different sizes and functions have participated in the study of staff turnover. As one full year is required to collect the data for this study, the results are not expected until the spring of 1967.

One of the Branch's major factors in 1966 was the increasing demand for its services by the operating departments, as witness the different projects cited below.

On the request of the Ontario Provincial Police, the Branch devised and developed two forms of a "General Information Test", which measures social awareness and social maturity. Each form consists of 80 multiple-choice items, all of which were chosen on the basis of item analysis out of 200 items. Special forms



S. D. Saleh, *Director*



for Ontario Provincial Police applicants were developed after trying the test on a sample of new recruits. The test is now used in the selection of policemen.

In the area of test development, the Branch also studied two tests for use by the Department of Reform Institutions as equivalency tests for Grade 10. The tests, in fact, were correlated with three criteria:

- Educational level;
- Performance during training;
- Performance on the job.

These tests were found to be valid not only as educational equivalency tests but also for predicting the job efficiency of correctional officers, regardless of their educational level.

The Department of Health also has requested the Branch to develop a test or a battery of tests to select hospital attendants and aides. Along with determining the educational level, the battery is designed to grade candidates according to certain motivational and personality factors considered important to success in such jobs. This project is still in progress.

Requests from Departments were not confined to development of tests, but also included the motivational and training areas.

The Branch has completed an attitude survey for the Department of Labour. The results, which focussed on each branch in the department as a unique unit, were presented to top management. After reviewing them, top management in the Department of Labour asked the Branch to assist in implementing these findings.

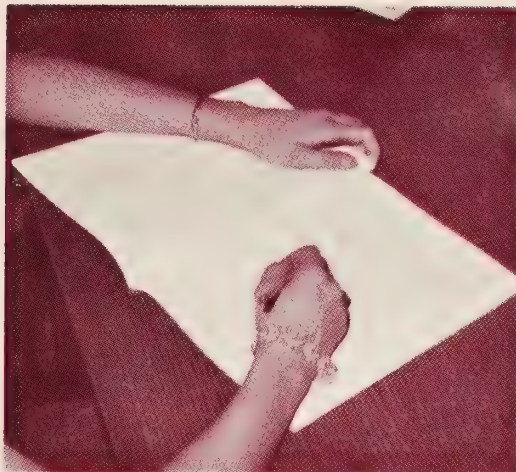
At the end of the year, the Department of Economics & Development requested the Branch to conduct a motivational study with a special emphasis on training and training needs in the supervisory areas.

An analysis of the reasons for the high failure and dropout rate in the Forest Ranger School has been requested by the Department of Lands and Forests. Another project was to study for the Department of Health its first-line supervisory jobs and recommend a suitable training course. For the same department the Branch evaluated the training course given to the Directors of Nursing.

For the Organization and Methods Branch of the Treasury Board Secretariat, the Branch evaluated the Systems and Procedures course given in 1966.

Another important feature of the Branch's functions in 1966 was the evaluation of a number of training programs for the Training and Development Branch.

As well as continuing the evaluation of established programs such as the "Senior Officers' Conference" and the "Middle Management Program", the Branch, for the first time, evaluated the "Senior Officers' Seminar". The approach and methods used in this program proved quite effective and successful.



The Questionnaire:  
One of the tools of  
the Personnel Research  
Branch.

One of the new programs arranged by the Training and Development Branch was the Speed Reading Course. Although this course indicated that speed reading could be improved, the appraisal showed that the outside organization which conducted it was not efficient enough to bring about the desired results. It was recommended that, for greater efficiency, the course be handled by a university or qualified training officer.

Again at the request of Training and Development, the Branch studied the reasons for withdrawal from courses in shorthand and typing. Lack of motivation was discovered to be the prime reason. Better screening and immediate recognition for successful participants were recommended.

The foregoing covers most of the Personnel Research Branch's activities in 1966, but not all. Part of the remainder involved the compilation of statistics about the Civil Service, some of which are presented at the end of this Annual Report; the other part is related to the development of norms for tests now in use.



## PUBLICATIONS

### Topic Magazine

A major responsibility of the Publications Branch involves the production and distribution of TOPIC magazine.

The basic purpose of the magazine is to promote among government employees a better understanding of the broad range of activities throughout the Ontario Public Service. To accomplish this the magazine emphasizes the day-to-day work and achievements of all civil servants up to and including the deputy minister level. By means of feature articles, photo-stories and general items of interest, the 24-page internal magazine depicts the roles of the various government departments and agencies throughout the Province.

During 1966, items and feature stories appearing in TOPIC magazine were reproduced in daily and weekly newspapers, industrial employee magazines, and publications serving civil service jurisdictions outside Ontario.

Published five times yearly, the magazine is distributed to all classified civil servants either by direct home mailing or through departmental personnel officers. It is also distributed to all members of Provincial Parliament and to Ontario daily and weekly newspapers published in areas where appreciable numbers of Ontario Government workers are employed.

Circulation of the magazine increased during 1966 by 1,500 to a total exceeding 46,000.

### Topic Bulletin

TOPIC Bulletin was initiated in 1965 to keep Ontario Government employees informed on personnel and administrative matters of concern to them.

Changes in wage rates, fringe benefits and general personnel policy are reflected in the bulletin, which is distributed to all personnel offices for posting on bulletin boards throughout the Government Service.



*A. P. Heathcote, Editor*

Produced and distributed on a "when required" basis, TOPIC Bulletin provides rapid communication of personnel matters. In all, 18 different Bulletins were published in 1966, average distribution being 4,200.



### General Publications

During the past year the Publications Branch co-operated with the Recruitment Branch in the production of literature on employment opportunities for high school, university and technological school graduates. Also produced was a pamphlet describing general fringe benefits and working conditions in the Ontario Government Service.

## **Employee Information Handbook**

The Employee Handbook was rewritten, 55,000 copies being produced for general distribution throughout the Service during 1966. The artistic layout and readability of the Employee Handbook have won the praise of personnel agencies of other civil service jurisdictions, and in one instance served as the model for a similar publication for civil servants of a Maritime Province. As the handbook requires periodic updating, a revised edition will be produced in limited numbers early in 1967.

## **Displays**

During 1966 the Branch was given the responsibility of providing displays required by the Department.

In providing this service for the Recruitment Branch, the Publications Branch oversaw the design and refurbishing of the Department's display in the Ontario Government Building at the Canadian National Exhibition. Members of the Publications staff assisted in manning the display.

The Branch also designed and produced display cards for a presentation on employment opportunities during visits by senior guidance counsellors of Ontario secondary and technological schools.

## **Public Relations**

Public Relations activities included the preparation and dissemination of news releases and photo releases, plus direct communication with news media representatives. Some of the more important occurrences publicized were new pay rates for civil servants, appointments of senior staff members, changes in policy, and the formation of a new Employee Services Branch within the department.

## **Community Service**

During 1966 Ontario Government employees in the Metropolitan Toronto area again participated strongly in the Canadian Cancer Society Campaign in the community. They contributed a total of \$9,472.64 to the Cancer fund drive.

A change in campaign procedures was thought to be mainly responsible for a 150.3% increase over 1965 donations. The Government campaign was organized by Mr. J. K. Owens, Special Assignments Officer of the Department of Civil Service.

The Ontario Government Employees United Appeal Campaign, under the chairmanship of C. Murray Riach, Department of Highways, raised \$122,669.39 in October, 1966. Ten per cent of the amount contributed by payroll deduction — a total of \$7,606.40 — was donated to the Salvation Army. The Department co-operated with the Red Cross in organizing blood donor clinics for Government departments in the Toronto area.

## ADMINISTRATIVE SERVICES

A prime responsibility of the Civil Service Commission is to fill managerial positions in the Ontario Public Service with administrative experts. One example of the fulfillment of that responsibility concerned the selection of Mr. Alfred Hemmingway, Director of Administrative Services in the Department of Civil Service for the previous five years, as the Director of Administration for the new Centennial Centre of Science and Technology. Mr. Hemmingway left the department to assume his new duties on December 1st, taking with him the most sincere wishes of his departmental colleagues for his continued success.

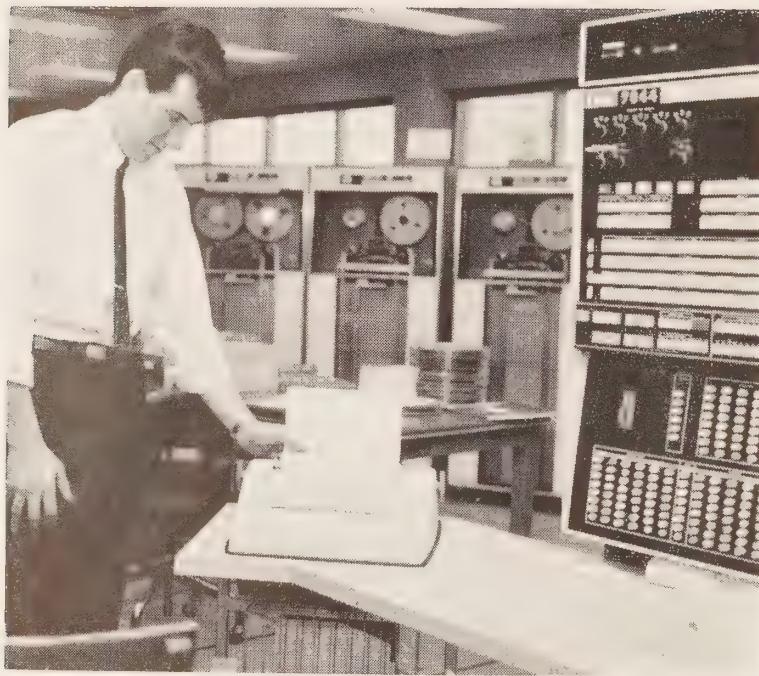
The 1965 Annual Report of the Civil Service Commission recorded a trend in the direction of greater computer utilization in personnel administration, particularly in the daily operations of the Department of Civil Service. For several months a study in depth of the feasibility of establishing a new personnel resources system was conducted in co-operation with the Department of Highways computer staff. Recommendations to management were to convert the existing unit record system to an electronic computer installation.

The response was enthusiastic and clearly supported conversion at the earliest possible date. Conversion is under way and has been expedited by the creation, in the Department of Civil Service, of a systems-programming section physically located in the Department of Highways computer area to facilitate operations. More than 100 computer programmes were developed by the end of 1966, over 60% of which are being used on current production. A master tape library is now in existence and is being augmented and up-dated continuously. It will provide for existing demand and speed conversion to the new personnel resources system.



*Alfred Hemmingway, Director*





Systems-programming section of the Department of Civil Service is now located in the Department of Highways computer area at Downsview.

The Administrative Services Branch is grateful to Mr. A. Goodwin and his Department of Highways computer staff for their invaluable assistance and advice concerning the use of equipment and test models and the training of personnel. The smooth progress of the conversion program, and its acceleration which saved many months, have in no small measure been due to their efforts.

Following conversion of present applications, total-information systems will provide even greater improvement and increase the efficiency of personnel management in the Ontario Public Service.

Excellent progress was made in 1966 toward consolidating personnel directives in a procedures manual, designed to fulfil a long-felt need for a personnel administrator's ready reference.

A records management program is under study in the Department of Civil Service in co-operation with Government-wide plans. It is anticipated that this work will go forward in the year 1967 and considerably reduce the volume and variety of records being maintained.

The year 1966 can be recorded as another year of sizeable increase in the number of employee transactions being handled by the Department of Civil Service. This increase was due to salary revisions resulting from decisions of the Civil Service Arbitration Board and to greater activity in the treatment and transfer of employees. In all, 115,447 transactions were processed, involving hundreds of thousands of individual pieces of information.

The Administrative Services Branch will assume a leading role in the metamorphosis resulting from the installation of new programs and systems.

The Civil Service Commission and the Department of Civil Service are aware of these changes and are prepared to assist in retraining and re-allocation of personnel affected by them. Obsolete skills and redundant duties will be replaced by new skills and duties compatible with the new systems. Employees will be encouraged to assume new and challenging roles in the dynamic personnel and administrative management systems being developed in the Ontario Public Service.

## **CREDITS AND PERQUISITES ADMINISTRATION**

The Attendance Credits and Perquisites Section, under the Director of Administrative Services, verifies correctness of claims for payment of gratuities, including confirmation of continuous service, in accordance with Ontario Regulation 190/62. It recommends accommodation charges for the determination and authorization of the Civil Service Commission and also standard rates for rooms, services, meals, or other perquisites under Section 4(e) of the Public Service Act. Terms and conditions of occupancy for publicly-owned living accommodation are covered by the Financial Administration Act O. Reg. 14/64.



## Attendance Credits

During the twelve months ending December 31, 1966, 1,518 eligible employees were paid a total of \$1,737,322.97 in attendance credit gratuities. The average payment was \$1,144.00. In 1965 the total paid out to 2,312 employees was \$2,628,081.41, average payment being \$1,137.00. The total for 1965 included payments to 591 employees eligible for gratuity who were transferred from the Federated Colleges Guelph to the University of Guelph.

The employees who left the service and received gratuity payment in the 12-month period ending December 21, 1966, represent 24% of total separations.

Amendments to Regulations under the Public Service Act provide for payment of credits earned to date of separation for public servants on staff before October 1, 1965, who separated after five years' service but before completion of 10 years' service for involuntary reasons of death, disability, release, retirement and undertaking employment as a teacher under a contract with certain Departments of the Ontario Government.



There are 1,039 self-contained accommodation units throughout the Government Service.

### **Perquisite Charges**

Total payroll deductions for 1966 amounted to \$1,255,579.34. These included living accommodation, services for living accommodation, furnishings, meals and laundry. The increase in payroll deductions — \$70,470.00 over the previous year — is due to the effect of the fully adjusted charges for accommodation and services paid for the 12-month period. This total of deductions is based on actual payroll deductions (exclusive of the Department of Highways) to December 31, 1966, but includes an estimate of deductions made by the Department of Highways for the calendar year.

Rentals were established on 42 new units of accommodation and gross rentals revised on 36 units. The rentals in effect for the calendar year 1966 were the fully-adjusted accommodation charges and revised services charges which had been implemented in stages during 1963, 1964, and 1965.

Any deductions from fair rentals charged to employees concern tenancies required by departmental policies. Such tenancies may involve encroachment on the family life of the occupants.

Following surveys and inspections, some of the charges for tenancies of the Department of Lands and Forests in Northern Ontario were revised. Deductions were also affected by the transferring of 37 units at Federated Colleges, Guelph, to the University of Guelph. The number of occupied self-contained units with approved rentals is now 1,039.

## EMPLOYEE SERVICES

The Government's statement of policy on the rehabilitation of employees whose job performance has suffered through alcoholism provided that Departments of Government would initiate programs to implement the policy and that the Department of Health and the Department of Civil Service would co-operate with the Alcoholism and Drug Addiction Research Foundation in developing suitable programs. Thereby other behavioural problems may also be identified for treatment.

To carry out the responsibility of the Department of Civil Service, an Employee Services office was established in the Department in July, 1966.



S. H. Parsons,  
*Senior Employee Counsellor*

### Advisory Committee

In October an Advisory Committee consisting of highly qualified persons was appointed to make recommendations to the Chairman of the Civil Service Commission on the operation of departmental programs in keeping with the policy and with the needs of departments.

The membership of the Committee is as follows:

Mr. E. Hildebrand  
Industrial Consultant  
Alcoholism and Drug Addiction  
Research Foundation

Mr. A. J. Herridge (Chairman)  
Personnel Director  
Dept. of Lands and Forests

Mr. Dean Hopper  
Training Supervisor  
Dept. of Highways

Dr. R. G. Bell  
Medical Director  
The Bell Clinic

Dr. W. E. O'Hara  
Director  
Civil Service Health Service  
Dept. of Health

Mrs. Anne Cameron  
Director of Administration  
Department of Economics and  
Development

Mr. S. Davidovich  
Director  
Training and Development Branch  
Dept. of Civil Service

Mr. J. K. Owens  
Employee Services Office  
Dept. of Civil Service

Dr. C. A. Buck  
Director  
Ontario Hospitals  
Dept. of Health

Dr. H. Ettinger  
Director of Medical Planning  
Alcoholism and Drug Addiction  
Research Foundation

Mr. J. Ross  
Superintendent  
Television Education  
Dept. of Education

Mr. S. H. Parsons  
Employee Services Office  
Dept. of Civil Service

Early in 1967, Mr. George Gemmell, President of the Civil Service Association of Ontario, was appointed to the Committee.

The Committee has considered problems, procedures and techniques related to the operation of departmental programs and has made recommendations on such subjects as procedures for identification and referral of employees requiring treatment, supervisory training and counselling services. The Department of Civil Service wishes to acknowledge its appreciation to the Committee members for their valuable services.

Concerning supervisory training, under consideration is the making of a colour film to illustrate the supervisor's approach to employees whose work performance has suffered through behavioural problems.

### **Civil Service Association of Ontario**

The Civil Service Association has been kept informed of the steps being taken to establish departmental programs, and its full support has been offered in program development. Employees may be referred for treatment through their supervisors or identify themselves through the Civil Service Association to the Employee Services office.

### **Assistance of Other Agencies**

In addition to continuing liaison with, and assistance from, the Alcoholism and Drug Addiction Research Foundation of Ontario through its Education Division and its

Industrial Consultants, assistance has been received from the United States National Council on Alcoholism. The experience of the New York State School of Industrial and Labour Relations, Cornell University, with industrial programs has been received from Dr. Harrison M. Trice and Dr. James A. Belasco. The staff of the Employee Services office has attended the regular meetings of the Toronto Council of Alcoholism Workers, from which useful information and guidance has been obtained.

### **Alcoholics Anonymous**

The resources of Alcoholics Anonymous are invaluable in assisting employees. A number of employees who have been referred to, or have identified themselves to, the Employee Services office, have been either partially or wholly rehabilitated through Alcoholics Anonymous. Members of Alcoholics Anonymous who are employed in various Government Departments have offered their services and will be of great assistance to Employee Services in helping individual employees.

### **Referrals**

Diagnosis and structuring of treatment for referred employees is the responsibility of the Civil Service Health Service of the Department of Health. Twenty employees from twelve departments were referred to the Health Service and, in most cases, were referred from there to the Alcoholism and Drug Addiction Research Foundation for treatment. Twenty-three employees from eleven departments received counselling and assistance from the Employee Services office after referral by departments, through the Civil Service Association, or on their own identification.

### **General**

The Employee Services Office has advised all the Ontario Government Departments on the procedures to be followed in the referral of employees for diagnosis and treatment. With the establishment of improved procedures, it is anticipated that there will be greater activity in the year 1967.



## COLLECTIVE BARGAINING

### Ontario Joint Council

The Ontario Joint Council, formed in 1963 under the provisions of the Public Service Act, is the medium for negotiation between the Civil Service Association of Ontario and the Government to bring about collective bargaining and arbitration of disputes on matters concerning terms of employment of Crown employees — including working conditions, remuneration, leaves, and hours of work — which are not excluded by the regulations.

Further experience in collective bargaining with representatives of Crown employees was gained in 1966. The Public Service Act was amended, extending bargaining arrangements beyond the Public Service to other sectors of government employment. As a result, bargaining is now available to employees of the Niagara Parks Commission, the Ontario Hospital Services Commission, and the Ontario Water Resources Commission. This is in addition to the processes available to public servants, uniformed staff of the Ontario Provincial Police, and employees of the Liquor Licence and Control Boards.

The 1966 amendments reduced the complement of Council from eight to six members and inaugurated a mediation step in negotiations — available prior to arbitration with a view to facilitating even more effective negotiations.

During the year the Joint Council held eleven meetings and settlement was reached on matters concerning salaries for Maintenance, Office, Technical, Social Work, Administrative and Professional Classes. Successful conclusions were also reached on matters concerning bi-weekly pay, mileage rates, and a number of other items. The flexibility of the developing bargaining process is indicated by the fact that direct negotiation, meetings of Joint Council, and arbitration each contributed to the list of final understandings.

At year's end, negotiations were continuing on matters concerning salaries for Inspectional and Institutional Classes.



Norman Phelps, Secretary  
Ontario Joint Council



## Appeals Procedure

The Appeals Procedure for the Ontario Civil Service is divided into two parts. One part provides for appeals to the Public Service Grievance Board to arbitrate grievances in respect of terms of employment, working conditions, or discharge. Grievances thereunder are processed in three steps within the department. In the third or final departmental step, the Deputy Minister of the department in which the grievance originates institutes an investigation and renders his decision. If the grievor is not satisfied with the decision of the Deputy Minister, he may appeal to the Public Service Grievance Board.

The other part of the Appeals Procedure provides for appeals on matters of classification. Where there is grievance that a position should be classified, or is improperly classified, the grievance is first presented to the immediate supervisor and then to the Deputy Minister of the department. If the person presenting the grievance is not satisfied with the decision of the Deputy Minister, he may present his case to the Chairman of the Civil Service Commission, who directs the matter to the Classification Rating Committee for a hearing.

## Public Service Grievance Board

During the year the Grievance Board received 82 applications for hearings. The Board met 50 times to hear the grievances, and disposition of the grievances heard was as follows:—

Decisions in favour of the Administration	30
Decisions in favour of the Grievors	12
Referred to the Civil Service Commission	4
Withdrawn after hearing	1
Beyond jurisdiction of Board	3

Professor R. Presgrave, School of Business, University of Toronto, continued as Chairman of the Board.

Mr. Frank E. Wood, O.B.E., a Research Officer in the firm of Reed, Shaw and McNaught, Insurance Agents, and Mrs. Elizabeth Smith, President of Personnelle Placement Service, remained as members of the Board.

Mr. S. W. Clarkson, Deputy Minister, Department of Economics and Development, was appointed to the Board effective 24th January 1966.

Mr. D. A. Crosbie, Director of Legal Services, Department of Highways, and Mr. W. C. Alcombrack, O.C., Office of the Legislative Council, Department of Attorney General, were re-appointed for a further period of one year.

## Classification Rating Committee

The Chairman of the Civil Service Commission referred to the Classification Rating Committee for hearing a total of 49 grievances on matters of classification. Five were

withdrawn before hearing and eight were scheduled to be heard in 1967. Of the 29 grievances heard by the Committee, 18 resulted in decisions supporting the administration and 10 in decisions supporting the grievors; one was referred to the Department for review and seven are pending.

Professor J. A. Sarjeant resigned as Chairman of the Classification Rating Committee effective 1st February, 1966, and Professor R. Presgrave, School of Business, University of Toronto, accepted the appointment of Chairman as of 1st September, 1966.

The value of Professor Sarjeant's contribution to the Ontario Government's classification rating system — and the Public Service as a whole — is clearly implicit in the light of his service as Committee Chairman from 1961 to 1966. His decision to resign was based on a wish to concentrate more on writing and research in the field of Business Administration, his chief sphere of responsibility at the University of Toronto's School of Business.

Mrs. Elizabeth Smith, who also served as a member of the Public Service Grievance Board, continued as a member of the Classification Rating Committee.

During the period from February to September, when the Classification Rating Committee was without a Chairman, a large number of grievances accumulated. The backlog of grievances has now, however, been considerably reduced. Barring unforeseen problems, all pending grievances will have been heard, and decisions rendered, by early 1967.

### **Advisory Councils**

The Civil Service Commission is responsible for assisting departments in arranging for the election of members of Councils and for making or amending regulations in respect of those Councils.

Advisory (Departmental and Branch) Councils are established or continued at the discretion of the Deputy Minister of each department. A Departmental or Branch Council deals only with matters respecting local employees. Each Council has an advisory function and makes recommendations to the department or branch on matters pertinent to the well-being of the employees therein.

The recommendations of a Branch Council are directed to the administrative head of the unit which the Branch Council serves, or to the Department Council; the recommendations of a Departmental Council are made to the Deputy Minister of the department.

In operation throughout the Public Service during 1966 were 12 Departmental Councils and 75 Branch Councils. The Branch Councils were in the following departments:

Highways	28
Lands and Forests	25
Reform Institutions	22

## Personnel Council

In accordance with established aims, the Personnel Council met seven times during the year, while the Steering Committee, as the executive of the Council, met twelve times.

Arising from the deliberations of Council, many recommendations were made to the Civil Service Commission, dealing with all matters stemming from the authorities of The Public Service Act, 1961-62, as amended. Some of the more noteworthy subjects covered were:

- The grievance procedure
- Medical examinations on first appointment
- Amendments to the classification system
- Adult re-training courses for in-service personnel
- The speeding-up and reducing of the flow of paper work
- Recruitment qualifications (experience, educational standards, barrier tests, etc.)
- Relocation expenses
- Recruitment procedures
- A seminar on collective bargaining in government

Many of the recommendations made have been adopted in whole or in part by the Commission. Others are undergoing study, and, if adopted, will doubtless improve the efficiency of the Service as a whole.



Department of Civil Service Display at Ontario Government's C.N.E. Building featured job vacancies and pay scales.

# ONTARIO CIVIL SERVICE STATISTICS 1966

## PART I

### CIVIL SERVICE ENROLMENT

Year	Enrolment on December 31	Increase	Percentage Increase
1963	39,970	—	—
1964	41,415	1,445	3.6
1965	43,141	1,726	4.2
1966	45,867	2,726	6.3

### BY AGE:

Interval	1965		1966	
	No.	%	No.	%
Under 25	5,799	13.4	6,847	14.9
25-35	8,740	20.3	9,247	20.2
35-45	10,185	23.6	10,247	22.3
45 and over	18,417	42.7	19,526	42.6
TOTAL:	43,141	100.0	45,867	100.0

### DISTRIBUTION OF STAFF

#### BY TYPE:

	1965		1966	
	No.	%	No.	%
Regular	35,228	81.7	36,475	79.5
Probationary	7,913	18.3	9,392	20.5
TOTAL:	43,141	100.0	45,867	100.0

#### BY SALARY:

Range	1965		1966	
	No.	%	No.	%
Under \$3,000	1,618	3.8	1,003	2.2
\$3,000-\$3,500	8,323	19.3	3,603	7.8
\$3,500-\$4,000	7,642	17.7	8,213	17.9
\$4,000-\$5,000	11,474	26.6	13,695	29.9
\$5,000 and over	14,084	32.6	19,353	42.2
TOTAL:	43,141	100.0	45,867	100.0

#### BY SEX:

	1965		1966	
	No.	%	No.	%
Males	28,950	67.1	30,217	65.9
Single Females	6,601	15.3	7,195	15.7
Married Females	7,590	17.6	8,455	18.4
TOTAL:	43,141	100.00	45,867	100.0

## DISTRIBUTION OF STAFF (continued)

### BY YEARS OF SERVICE:

Interval	1965		1966	
	No.	%	No.	%
Under 5	18,201	42.2	20,622	45.0
5-10	12,251	28.4	11,396	24.8
10-15	6,516	15.1	7,294	15.9
15-20	3,616	8.4	3,691	8.1
20-25	1,242	2.9	1,574	3.4
25 and over	1,315	3.0	1,290	2.8
TOTAL:	43,141	100.0	45,867	100.0

## AVERAGE AGE OF EMPLOYEES

Divisions	1965 (in years)	1966 (in years)
Total service	41.1	40.8
Males	41.7	41.5
Total females	40.0	39.4
Single females	38.3	37.4
Married females	41.4	41.2



## PART II

### DISTRIBUTION OF APPOINTMENTS

#### BY TYPE:

	1965		1966	
	No.	%	No.	%
New Recruits	6,412	79.2	7,884	81.6
Re-employed employees	569	7.0	803	8.3
Transfers from Unclassified Staff	1,118	13.8	973	10.1
TOTAL:	8,099	100.0	9,660	100.0

#### BY SEX:

	1965		1966	
	No.	%	No.	%
Males	4,649	57.4	5,060	52.4
Single Females	2,094	25.9	2,747	28.4
Married Females	1,356	16.7	1,853	19.2
TOTAL:	8,099	100.0	9,660	100.0

#### BY TYPE AND SEX:

	Single Males		Married Females		Total
	No.	%	No.	%	
New Recruits	4,165	2,332	1,387		7,884
Re-employed employees	305	195	303		803
Transfers from Unclassified Staff	590	220	163		973
TOTAL:	5,060	2,747	1,853		9,660

#### BY AGE:

Interval	1965		1966	
	No.	%	No.	%
Under 25	3,431	42.4	4,128	42.7
25-35	1,770	21.9	2,162	22.4
35-45	1,388	17.1	1,495	15.5
45 and over	1,510	18.6	1,875	19.4
TOTAL:	8,099	100.0	9,660	100.0

## PART III

### COMPARATIVE TURNOVER RATES

#### BY TYPE:

	1965	1966
	—	—
	%	%
	—	—
Total staff	15.1	15.6*
Regular staff	10.0	10.3
Probationary staff	40.1	37.3

\*It should be noted that this percentage includes the separation of the University of Guelph from the Department of Agriculture and Food upon its transfer to another jurisdiction. The percentage of turnover excluding those who transferred to another public service jurisdiction is 13.4%.

#### BY SEX:

	1965	1966
	—	—
	%	%
	—	—
Male staff	12.6	12.8
Female staff	20.1	21.1

### DISTRIBUTION OF SEPARATIONS

#### BY SEX:

	1965		1966	
	No.	%	No.	%
Males	3,595	56.4	3,793	54.7
Single females	1,294	20.3	1,617	23.3
Married females	1,484	23.3	1,524	22.0
TOTAL:	6,373	100.0	6,934	100.0

#### BY TYPE:

	1965		1966	
	No.	%	No.	%
Resignation	5,271	82.7	4,893	70.5
Dismissal	333	5.2	385	5.6
Superannuation	286	4.5	318	4.6
Retirement	183	2.9	168	2.4
Death	178	2.8	214	3.1
Transfer to another public service jurisdiction	122	1.9	956	13.8
TOTAL:	6,373	100.0	6,934	100.0

#### BY TYPE AND SEX:

	Males	Single Females	Married Females	Total
Resignation	2,365	1,243	1,285	4,893
Dismissal	234	109	42	385
Superannuation	232	61	25	318
Retirement	96	41	31	168
Death	183	16	15	214
Transfer to another public service jurisdiction	683	147	126	956
TOTAL:	3,793	1,617	1,524	6,934

## DISTRIBUTION OF SEPARATIONS (continued)

### BY AGE:

Interval	1965		1966	
	No.	%	No.	%
Under 25	2,116	33.2	2,152	31.0
25-35	1,766	27.7	1,695	24.4
35-45	1,026	16.1	1,121	16.2
45 and over	1,465	23.0	1,966	28.4
TOTAL:	<u>6,373</u>	<u>100.0</u>	<u>6,934</u>	<u>100.0</u>

### BY SALARY:

Range	1965		1966	
	No.	%	No.	%
Under \$3,000	1,140	17.9	503	7.3
\$3,000-\$3,500	2,115	33.2	1,980	28.6
\$3,500-\$4,000	982	15.4	1,328	19.1
\$4,000-\$5,000	1,104	17.3	1,450	20.9
\$5,000 and over	1,032	16.2	1,673	24.1
TOTAL:	<u>6,373</u>	<u>100.0</u>	<u>6,934</u>	<u>100.0</u>

## PART IV

### PER CAPITA MONTHLY ABSENCE IN DAYS WITH PAY DUE TO ILLNESS FOR THE CALENDAR YEARS 1962-1966

DEPARTMENTS	1962	1963	1964	1965	1966
Agriculture and Food	.44	.44	.42	.45	.41
Attorney-General	.59	.56	.52	.63	.61
Provincial Police	.49	.32	.28	.30	.37
Civil Service	.56	.56	.63	.82	.68
Economics and Development	.77	.73	.75	.66	.61
Education	.38	.39	.40	.46	.44
Energy & Resources					
Management	.59	.58	.53	.50	.53
Health	.60	.76	.74	.74	.69
Hospitals	.82	.87	.76	.81	.81
Highways	.69	.73	.75	.87	.87
Insurance	.49	.66	.60	—	—
Labour	.88	.70	.75	.75	.73
Lands and Forests	.48	.47	.43	.50	.48
Mines	.67	.67	.61	.60	.63
Municipal Affairs	.87	.72	.64	.67	.65
Prime Minister	.25	.40	.55	.96	.45
Provincial Auditor	.52	.64	.43	.61	.52
Provincial Secretary & Citizenship	.95	.87	.89	.95	.93
Public Welfare	.62	.63	.68	.75	.65
Public Works	.88	.93	.91	1.04	.94
Reform Institutions (Inside)	.63	.77	.64	.74	.58
Reformatories and Jails	.55	.57	.55	.75	.79
Tourism and Information	.93	.85	.76	.46	.67
Transport	.74	.76	.79	.79	.78
Treasury	.78	.72	.80	.86	.83
University Affairs	—	—	—	.98	.90
Entire Service	.68	.69	.66	.72	.72

### PER CAPITA YEARLY ABSENCE IN DAYS WITH PAY DUE TO ILLNESS FOR THE CALENDAR YEARS 1962-1966

1962	8.16
1963	8.28
1964	7.92
1965	8.64
1966	8.64

### COMPARATIVE YEARLY INCREASE IN APPROXIMATE ANNUAL PAYROLL AS AT DECEMBER 31

(in millions of dollars)

Year	Annual Payroll	Yearly Increase	
		Amount	%
1963	176.6	—	—
1964	189.5	12.9	7.3
1965	214.7	25.2	13.3
1966	247.0	32.3	15.0

### AVERAGE ANNUAL SALARY

Year	Average Salary \$	Yearly Increase	
		Amount	%
1963	4,420	—	—
1964	4,575	155	3.5
1965	4,978	403	8.8
1966	5,386	408	8.2

## DISTRIBUTION OF SEPARATIONS BY SPECIFIC REASON FOR THE CALENDAR YEARS 1965-1966

REASON	1965		1966	
	No.	%	No.	%
SUPERANNUATION AND RETIREMENT .....	469	7.4	486	7.0
INVOLUNTARY .....	333	5.2	385	5.5
insufficient qualifications .....	44	0.7	40	0.6
habitual tardiness .....	10	0.2	8	0.1
unauthorized absence .....	94	1.5	97	1.4
inefficient performance .....	137	2.1	179	2.6
insubordination .....	9	0.1	3	0.0
improper conduct .....	32	0.5	49	0.7
offence against Criminal Code .....	7	0.1	9	0.1
VOLUNTARY .....	4,385	68.8	3,930	56.7
home responsibilities .....	824	12.9	746	10.8
change of community .....	688	10.8	840	12.1
continuation of education .....	398	6.3	433	6.2
entering own business .....	85	1.3	79	1.1
retiring from work .....	72	1.1	81	1.2
better paid position .....	2,043	32.1	1,476	21.3*
health reasons .....	275	4.3	275	4.0
DISSATISFIED WITH .....	365	5.7	367	5.3
remuneration .....	82	1.3	41	0.6
working conditions .....	128	2.0	149	2.1
job assignment .....	117	1.8	136	2.0
prospects for advancement .....	38	0.6	41	0.6
TRANSFER TO ANOTHER PUBLIC SERVICE JURISDICTION (excluding University of Guelph) .....	122	1.9	77	1.1
UNIVERSITY OF GUELPH .....			879	12.7
DEATH .....	178	2.8	214	3.1
NO REASON GIVEN .....	521	8.2	596	8.6
TOTAL .....	6,373	100.0	6,934	100.0

\*The considerable decrease in percentage in 1966 reflects the recent salary improvements.

## STAFF IN THE BARGAINING UNIT

DEPARTMENTS	TOTAL Staff Dec. 31/66	EXCLUDED FROM C.S.A.O. Bargaining unit		INCLUDED IN C.S.A.O. Bargaining unit	
		NO.	%	NO.	%
Agriculture and Food	1,069	154	14.4	915	85.6
Attorney General	1,583	185	11.7	1,398	88.3
O.P.P. (non-uniform staff)	714	7	1.0	707	99.0
Civil Service	152	40	26.1	112	73.9
Economics and Development	422	59	14.0	363	86.0
Education	2,538	160	6.3	2,378	93.7
Energy and Resources Management	158	26	16.4	132	83.6
Health	14,559	592	4.1	13,967	95.9
Highways		Not finalized			
Labour	742	65	8.7	677	91.3
Lands and Forests	2,506	389	15.5	2,117	84.5
Lieutenant Governor	2	2	100.0	—	—
Mines	281	68	24.1	213	75.9
Municipal Affairs	326	44	13.5	282	86.5
Prime Minister	26	12	46.2	14	53.8
Provincial Auditor	85	33	38.4	52	61.6
Provincial Secretary & Citizenship	427	44	10.3	383	89.7
Public Welfare	779	79	10.1	700	89.9
Public Works	1,572	164	10.4	1,408	89.6
Reform Institutions	2,449	358	14.6	2,091	85.4
Tourism and Information	271	46	16.8	225	83.2
Transport	1,164	73	6.3	1,091	93.7
Treasury	1,415	167	11.8	1,248	88.2
University Affairs	25	7	28.0	18	72.0
TOTAL (excluding Highways)	33,265	2,774	8.3	30,491	91.7



# CIVIL SERVICE ENROLMENT, JANUARY 1, 1966 — DECEMBER 31, 1966

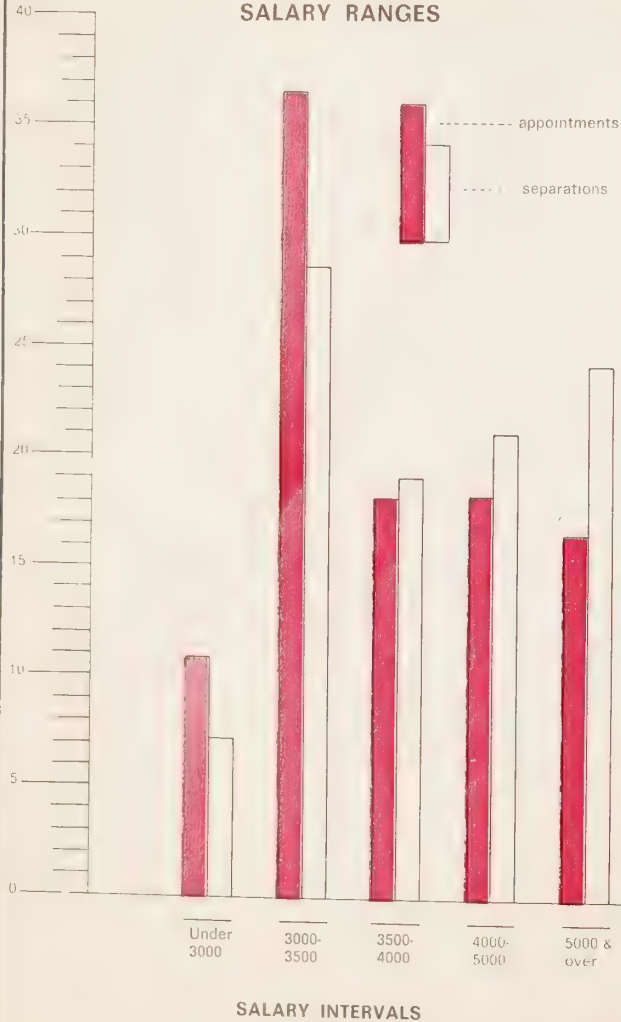
DEPARTMENTS	Total Staff December 31, 1965	Appointments	Separations	Transfers		Total Staff December 31, 1966
				In	Out	
Agriculture & Food	1,878	189	999	6	5	1,069
Attorney General	1,339	447	209	18	12	1,583
Provincial Police	3,435	601	246	24	14	3,800
Civil Service	147	42	21	7	23	152
Economics & Development	295	170	50	17	10	422
Education	2,141	700	344	52	11	2,538
Energy & Resources Management	148	29	14	3	8	158
Health	1,167	791	314	87	15	1,716
Hospitals	12,208	2,826	2,121	222	292	12,843
Highways	8,999	1,501	1,015	13	30	9,468
Labour	628	216	103	6	5	742
Lands & Forests	2,476	231	196	9	14	2,506
Lieutenant-Governor	1	1	—	—	—	2
Mines	256	64	40	2	1	281
Municipal Affairs	299	80	54	4	3	326
Prime Minister	26	5	5	—	—	26
Provincial Auditor	73	22	9	—	1	85
Provincial Secretary & Citizenship	406	86	61	4	8	427
Public Welfare	714	153	92	9	5	779
Public Works	1,531	231	189	8	9	1,572
Reform Institutions — inside	191	46	25	16	11	217
Reformatories	1,908	389	284	41	47	2,007
District Jails	213	26	17	6	3	225
Tourism & Information	211	91	35	5	1	271
Transport	1,124	244	194	4	14	1,164
Treasury	1,307	467	290	14	83	1,415
Treasury Board Secretariat	—	1	1	48	—	48
University Affairs	20	11	6	—	—	25
<b>TOTAL:</b>	<b>43,141</b>	<b>9,660</b>	<b>6,934</b>	<b>625</b>	<b>625</b>	<b>45,867</b>

Note: The transfer of Ontario Agricultural College, Ontario Veterinary College and Macdonald Institute from the Department of Agriculture & Food to the University of Guelph is included.

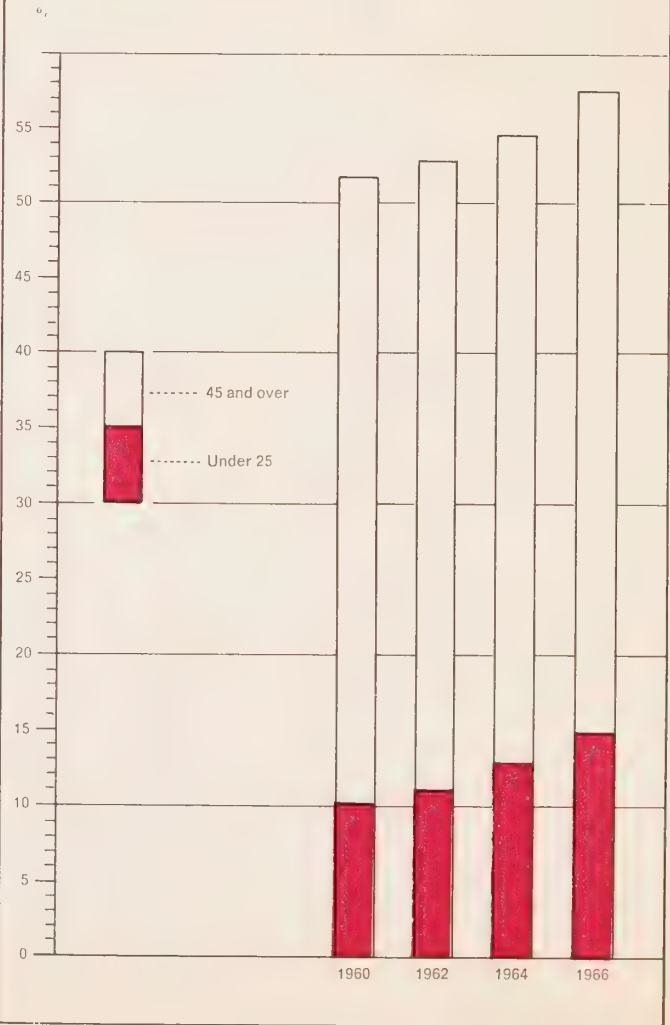
## SEPARATIONS FOR THE CALENDAR YEAR 1966

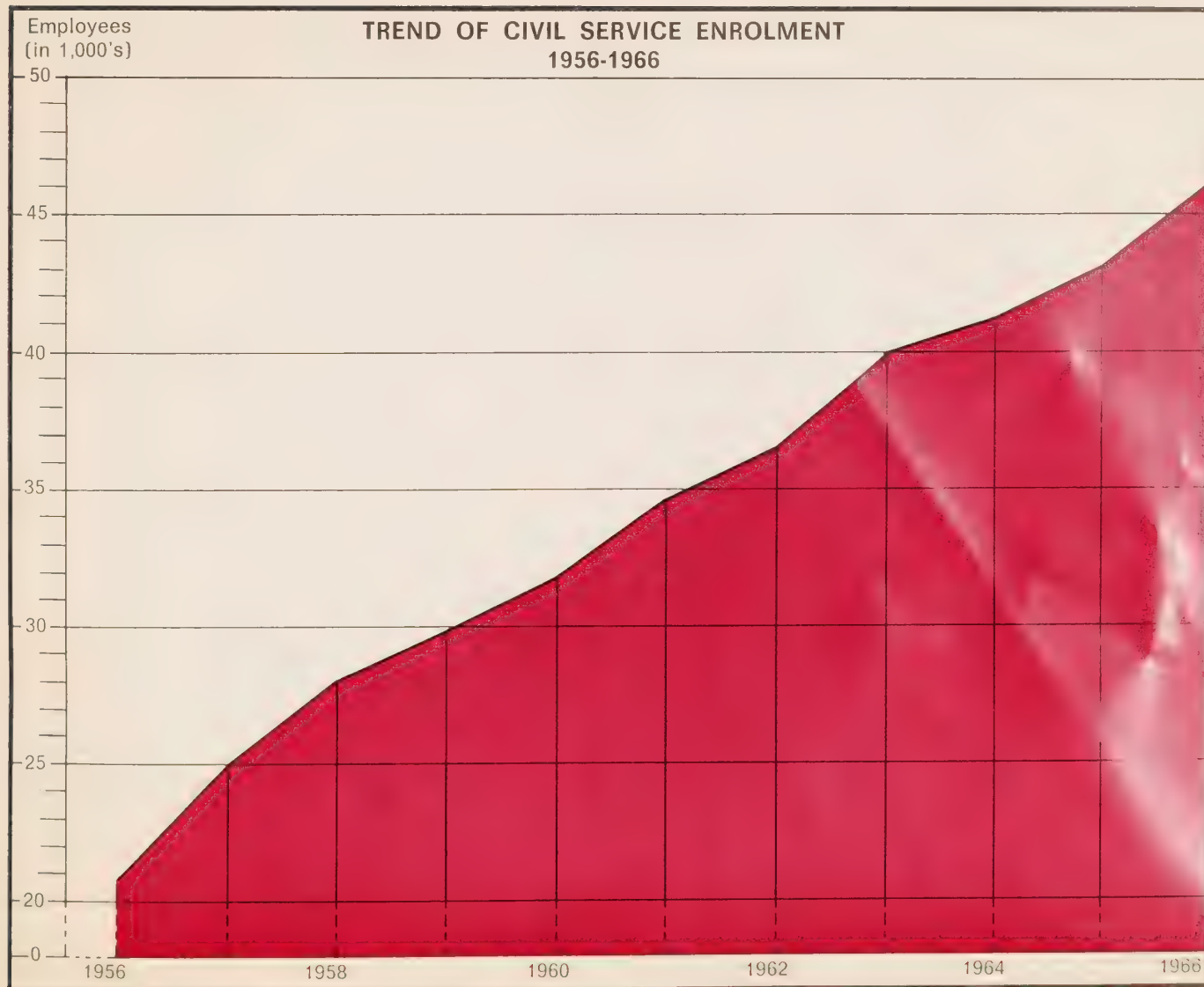
<b>SUPERANNUATION AND RETIREMENT</b>	<b>Total</b>	<b>Regular</b>	<b>Probationary</b>	<b>Males</b>	<b>Single Females</b>	<b>Married Females</b>
SUPERANNUATION AND RETIREMENT	486	378	108	328	102	56
INVOLUNTARY						
insufficient qualifications	40	2	38	23	17	—
habitual tardiness	8	—	8	4	2	2
unauthorized absence	97	19	78	56	28	13
inefficient performance	179	8	171	98	58	23
insubordination	3	—	3	3	—	—
improper conduct	49	20	29	42	4	3
offence against Criminal Code	9	3	6	8	—	1
VOLUNTARY						
home responsibilities	746	371	375	28	140	578
change of community	840	392	448	193	396	251
continuation of education	433	101	332	269	143	21
entering own business	79	60	19	73	2	4
retiring from work	81	47	34	21	22	38
better-paid position	1,476	789	687	1,177	202	97
health reasons	275	137	138	101	67	107
DISSATISFIED WITH						
remuneration	41	22	19	34	3	4
working conditions	149	63	86	90	34	25
job assignment	136	42	94	69	43	24
prospects for advancement	41	24	17	26	10	5
TRANSFER to another Public Service Jurisdiction	956	844	112	683	147	126
DEATH	214	183	31	183	16	15
NO REASON GIVEN	596	205	391	284	181	131
<b>TOTAL:</b>	<b>6,934</b>	<b>3,710</b>	<b>3,224</b>	<b>3,793</b>	<b>1,617</b>	<b>1,524</b>

PERCENTAGE DISTRIBUTION OF  
APPOINTMENTS AND SEPARATIONS  
IN 1966 BY  
SALARY RANGES

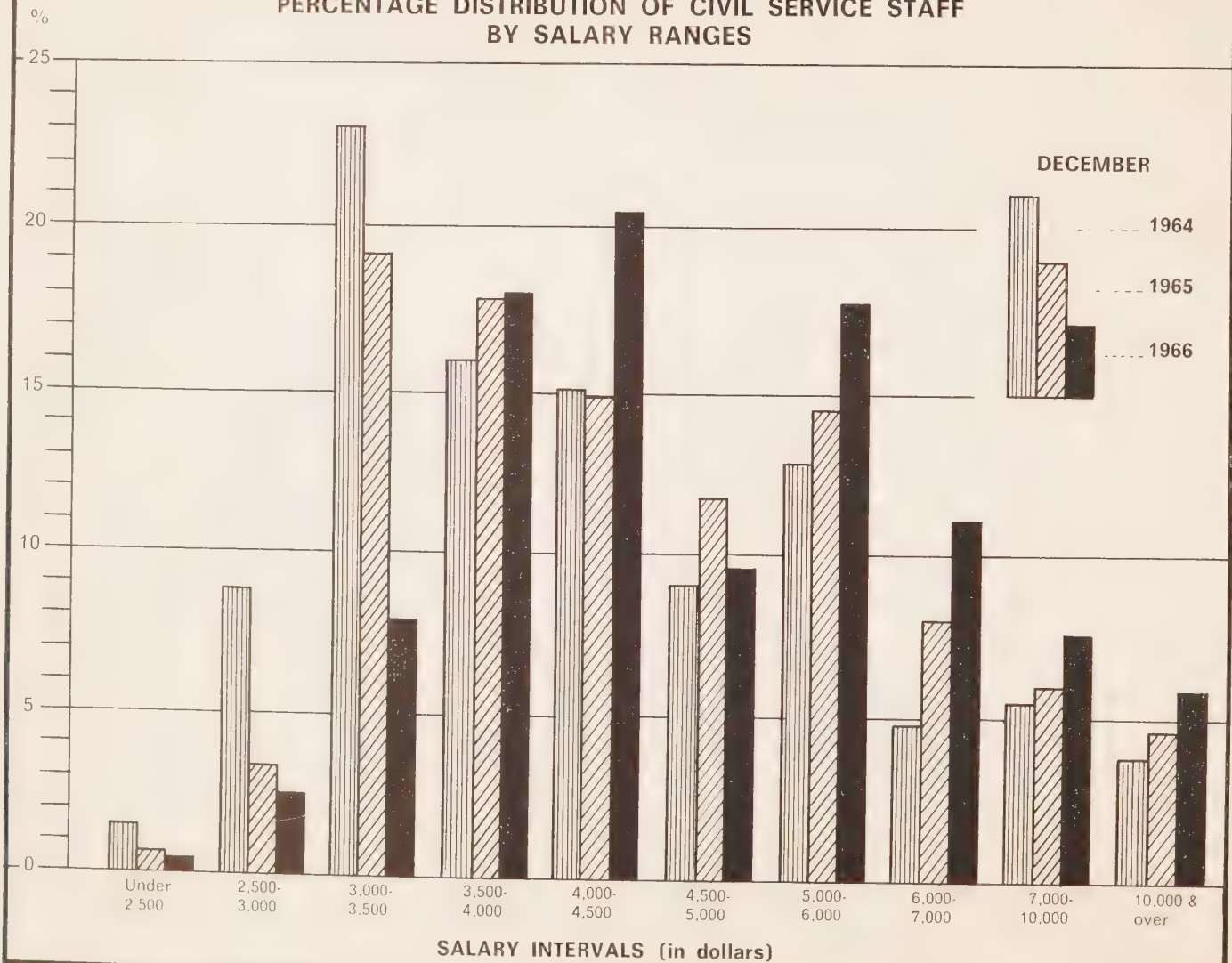


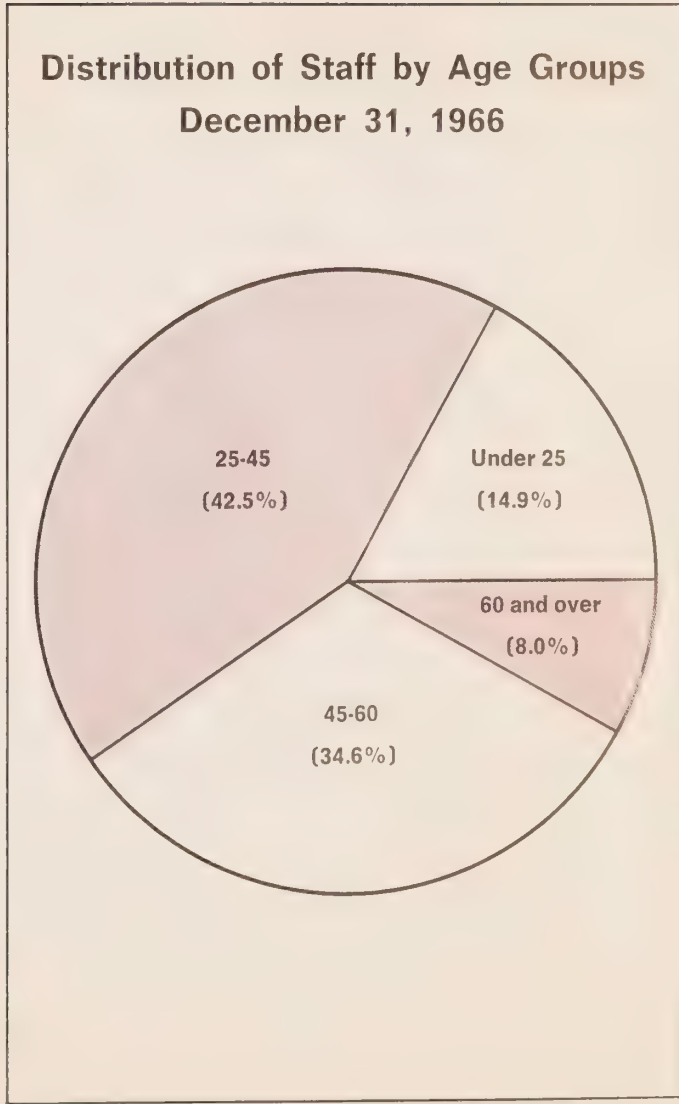
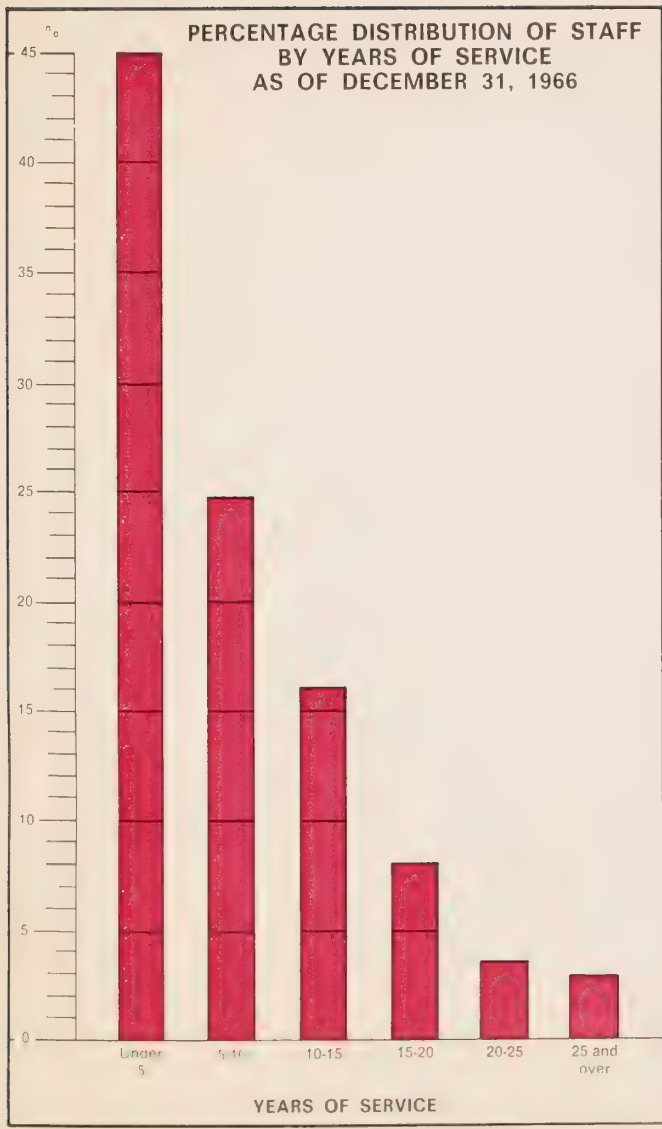
PERCENTAGE DISTRIBUTION OF STAFF 1960-1966  
BY SPECIFIC AGE GROUPS  
UNDER 25 AND 45 & OVER





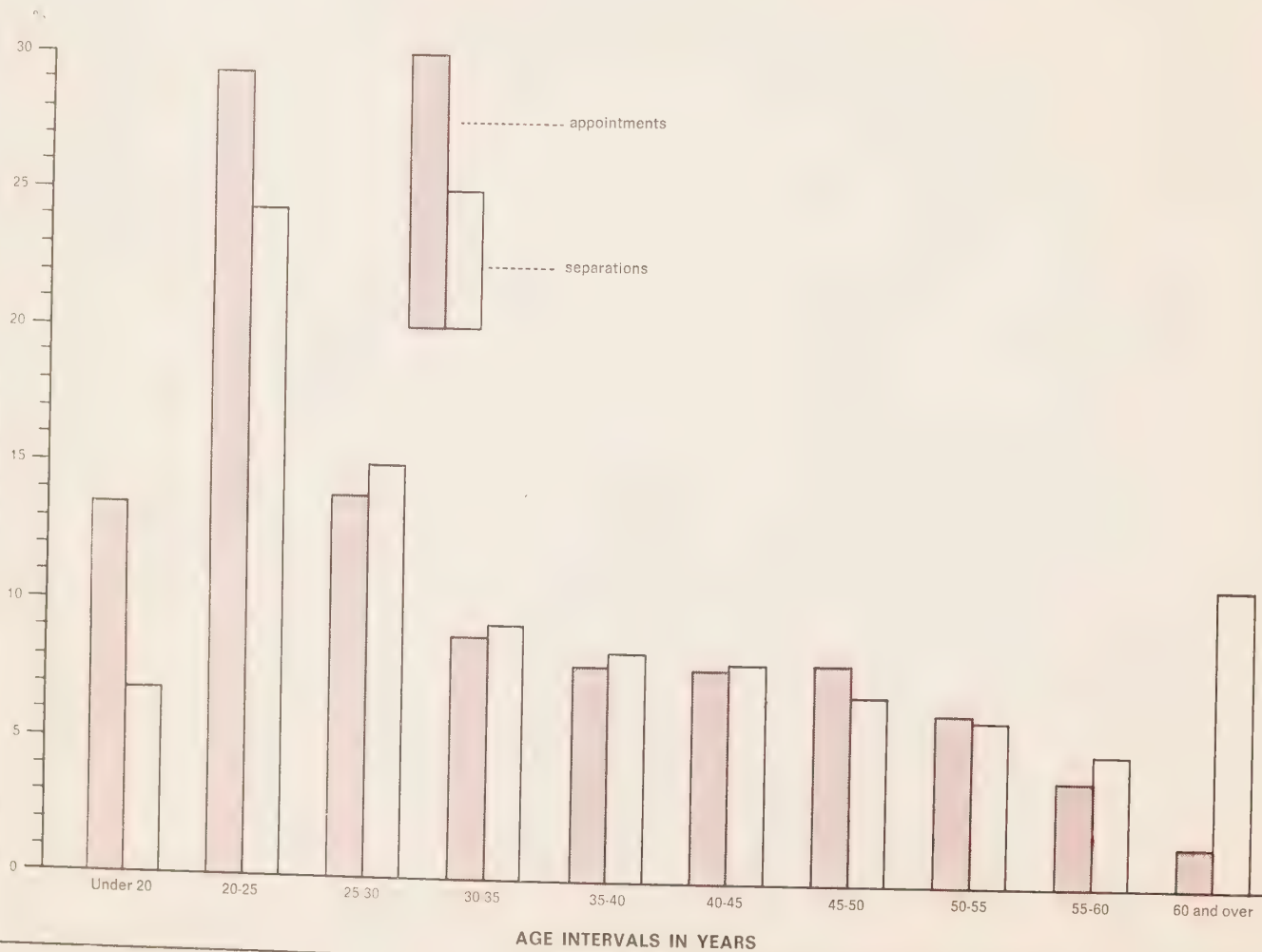
# PERCENTAGE DISTRIBUTION OF CIVIL SERVICE STAFF BY SALARY RANGES







PERCENTAGE DISTRIBUTION OF APPOINTMENTS AND SEPARATIONS IN 1966  
BY AGE GROUPS

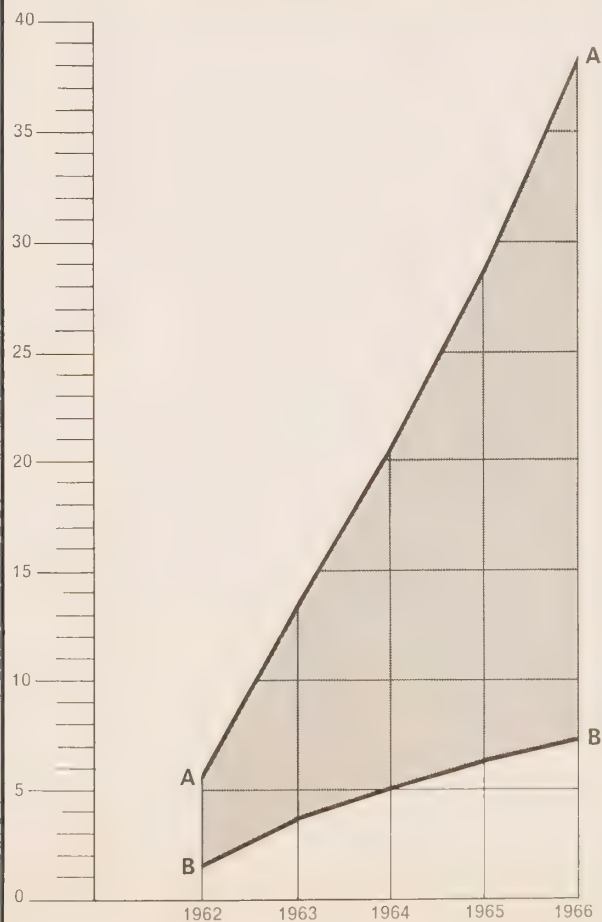


# CUMULATIVE APPOINTMENTS

No. of  
Appointments  
(in 1,000's)

**A** = all types of appointments

**B** = transfers from unclassified staff to probationary staff









Annual  
Report  
1967

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The Civil Service Commission of Ontario







# REPORT of the Civil Service Commission 1967





*To: The Honourable W. Earl Rowe, P.C.(C),  
Lieutenant Governor of the Province of  
Ontario.*

*MAY IT PLEASE YOUR HONOUR:*

*The undersigned has the honour to transmit  
the Annual Report of the Civil Service Commis-  
sion of Ontario for the year ending December 31,  
1967.*

*Respectfully submitted,*

A handwritten signature in dark ink, appearing to be "G. M. ...", written over a diagonal line that extends from the bottom left towards the top right.

*Treasurer of Ontario*



*To: The Honourable Charles S. MacNaughton,  
Treasurer of Ontario.*

*Sir:*

*I have the honour to present to you the  
Annual Report of the Civil Service Commission  
and the Department of Civil Service for the  
year ending December 31, 1967, pursuant to  
Section 4(g) of the Public Service Act.*

*I am, very respectfully,*

*Chairman, Civil Service Commission*



*CARL E. BRANNAN*  
*Commissioner*



*JOHN S. YOERGER, Q.C.*  
*Commissioner*

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# DIRECTORY

as of December 31, 1967

The Minister to whom the Commission reports ..... Treasurer of Ontario  
Hon. C. S. MacNaughton

## CIVIL SERVICE COMMISSION

Chairman ..... D. J. Collins  
Commissioner ..... C. E. Brannan  
Commissioner ..... J. S. Yoerger  
Secretary ..... Mrs. K. H. Mitchell

## DEPARTMENT OF CIVIL SERVICE

Deputy Minister ..... D. J. Collins  
Executive Director, Personnel Development ..... D. N. Omand  
Executive Director, Personnel Management ..... H. Copland  
Director, Administrative Services ..... H. F. Goss  
Supervisor, Management Information Services ..... M. S. Harris  
Director, Recruitment ..... Mrs. E. M. McLellan  
Director, Staff Development and Research ..... S. Davidovich  
Director, Pay and Classification Standards ..... Mrs. E. J. Etchen  
Director, Planning and Audit ..... K. W. Skelton  
Editor, Publications ..... A. P. Heathcote  
Personnel Director ..... H. F. Goss  
Senior Employee Counsellor, Employee Services ..... S. H. Parsons

## ONTARIO JOINT COUNCIL

Chairman ..... A. R. Dick, Q.C.  
Government Representatives ..... R. Johnson  
..... Mrs. E. J. Etchen  
..... H. Copland  
Civil Service Association Representatives ..... H. Bowen  
..... G. T. Gemmell  
..... J. Galimberti  
Secretary ..... N. Phelps

## PUBLIC SERVICE GRIEVANCE BOARD

Chairman ..... Professor R. Presgrave  
Members ..... W. C. Alcombrack  
..... S. W. Clarkson  
..... D. A. Crosbie  
..... Mrs. D. M. Hinchey  
..... F. E. Wood  
Secretary ..... N. Phelps

## PUBLIC SERVICE CLASSIFICATION RATING COMMITTEE

Chairman ..... Professor R. Presgrave  
Member ..... Mrs. D. M. Hinchey  
Secretary ..... N. Phelps

# RECRUITMENT

**Management Engineer: \$14,000-\$19,000**  
Air Pollution Control Section  
The Department of the Environment is seeking a Management Engineer to be responsible for the design, construction and maintenance of air pollution control equipment. The successful candidate will be required to prepare specifications, estimate costs, and supervise the installation and operation of air pollution control equipment. The position is located in the Air Pollution Control Section, Ministry of the Environment, 120 Queen Street West, Toronto, Ontario.

**ONTARIO**  
PROVINCE OF OPPORTUNITY

Station & Hall - April 25, 1968 - Display  
Financial Post - April 25, 1968 - Display

**Manager - Computer Services Centre**  
The Department of the Environment is seeking a Manager to be responsible for the operation and maintenance of the Computer Services Centre. The successful candidate will be required to prepare specifications, estimate costs, and supervise the installation and operation of computer equipment. The position is located in the Computer Services Centre, Ministry of the Environment, 120 Queen Street West, Toronto, Ontario.

**ONTARIO**  
PROVINCE OF OPPORTUNITY

Station & Hall - April 25, 1968 - Display  
Financial Post - April 25, 1968 - Display

**Senior Auditor: \$10,000-\$12,000**  
The Department of the Environment is seeking a Senior Auditor to be responsible for the audit of the accounts of the Department. The successful candidate will be required to prepare audit reports, estimate costs, and supervise the audit of the accounts of the Department. The position is located in the Audit Section, Ministry of the Environment, 120 Queen Street West, Toronto, Ontario.

**ONTARIO**  
PROVINCE OF OPPORTUNITY

Station & Hall - April 25, 1968 - Display  
Financial Post - April 25, 1968 - Display

**Chief, Special Economic Studies: \$12,000**  
The Department of the Environment is seeking a Chief, Special Economic Studies to be responsible for the study and analysis of special economic studies. The successful candidate will be required to prepare reports, estimate costs, and supervise the study and analysis of special economic studies. The position is located in the Special Economic Studies Section, Ministry of the Environment, 120 Queen Street West, Toronto, Ontario.

**ONTARIO**  
PROVINCE OF OPPORTUNITY

Station & Hall - April 25, 1968 - Display  
Financial Post - April 25, 1968 - Display

**NURSE - \$5,500-\$6,300**  
The Department of Health is seeking a Nurse to be responsible for the care of patients in the hospital. The successful candidate will be required to provide nursing care to patients, estimate costs, and supervise the care of patients in the hospital. The position is located in the Nursing Section, Ministry of Health, 120 Queen Street West, Toronto, Ontario.

**ONTARIO**  
PROVINCE OF OPPORTUNITY

Station & Hall - April 25, 1968 - Display  
Financial Post - April 25, 1968 - Display

**Programmers Systems Analysts (Software) Tech. Development Specialists**  
The Department of the Environment is seeking Programmers, Systems Analysts (Software), and Tech. Development Specialists to be responsible for the development of software. The successful candidates will be required to prepare specifications, estimate costs, and supervise the development of software. The position is located in the Software Development Section, Ministry of the Environment, 120 Queen Street West, Toronto, Ontario.

**ONTARIO**  
PROVINCE OF OPPORTUNITY

Station & Hall - April 25, 1968 - Display  
Financial Post - April 25, 1968 - Display

**Systems & Procedures Manager: \$12,000**  
The Department of the Environment is seeking a Systems & Procedures Manager to be responsible for the management of the systems and procedures of the Department. The successful candidate will be required to prepare reports, estimate costs, and supervise the management of the systems and procedures of the Department. The position is located in the Systems & Procedures Section, Ministry of the Environment, 120 Queen Street West, Toronto, Ontario.

**ONTARIO**  
PROVINCE OF OPPORTUNITY

Station & Hall - April 25, 1968 - Display  
Financial Post - April 25, 1968 - Display

**Public Health Nurses: \$5,750-\$6,300**  
The Department of Health is seeking Public Health Nurses to be responsible for the care of patients in the community. The successful candidates will be required to provide nursing care to patients in the community, estimate costs, and supervise the care of patients in the community. The position is located in the Public Health Nurses Section, Ministry of Health, 120 Queen Street West, Toronto, Ontario.

**ONTARIO**  
PROVINCE OF OPPORTUNITY

Station & Hall - April 25, 1968 - Display  
Financial Post - April 25, 1968 - Display

**Supervising Correctional Officer - Mercer Reformatory**  
The Department of the Environment is seeking a Supervising Correctional Officer to be responsible for the supervision of the Mercer Reformatory. The successful candidate will be required to supervise the operation of the Mercer Reformatory, estimate costs, and supervise the operation of the Mercer Reformatory. The position is located in the Mercer Reformatory, Ministry of the Environment, 120 Queen Street West, Toronto, Ontario.

**ONTARIO**  
PROVINCE OF OPPORTUNITY

Station & Hall - April 25, 1968 - Display  
Financial Post - April 25, 1968 - Display

**Senior Auditor: \$10,000-\$12,000**  
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**ONTARIO**  
PROVINCE OF OPPORTUNITY

Station & Hall - April 25, 1968 - Display  
Financial Post - April 25, 1968 - Display

**Director, Data Processing**  
The Department of the Environment is seeking a Director, Data Processing to be responsible for the management of the data processing of the Department. The successful candidate will be required to prepare reports, estimate costs, and supervise the management of the data processing of the Department. The position is located in the Data Processing Section, Ministry of the Environment, 120 Queen Street West, Toronto, Ontario.

**ONTARIO**  
PROVINCE OF OPPORTUNITY

Station & Hall - April 25, 1968 - Display  
Financial Post - April 25, 1968 - Display

# RECRUITMENT BRANCH

During the year 1967, the Recruitment Branch instituted new programmes and systems to improve its services to Ontario Government departments and the public. These changes affect both the internal operation and organization of the Branch and the methods by which the Branch relates to the public and to the departments.

## IMPROVED SERVICES

### 1. Functional Specialization

In the past, Recruitment Officers in the Branch were assigned to handle the requirements of the various departments. Without disturbing these relationships we have added functional specialization, so that each Recruitment Officer is becoming a specialist in job families which are common throughout the service, e.g. engineering, accounting, social work, public relations, data processing. This new procedure has just begun, but early indications suggest a much better use of good applicants, consideration of applicants for more than one position by the Recruitment Officer, and hence a reduction in the number of competitions and advertisements.

### 2. New District Office

To service the expanding needs of OMSID and the new Health Insurance Registration Board, a district office of recruitment was opened in September at 135 St. Clair West, head office at that time for OMSID. Under the guidance of a Civil Service Commission officer from the Recruitment Branch, 690 OMSID personnel and 24 HIRB personnel were hired in the initial build-up phase.

### 3. Pre-Screening

A new position was created for a pre-screener in late July to interview all walk-in applicants. With her knowledge of existing vacancies she determines, on the basis of the interview and the biographical data, whether the applicant should be booked for a test or referred to a Recruitment Officer. The applicant information is filed and the pre-screener then knows whether an applicant has been in before and whether he was referred, tested or hired. This allows quick processing and direction of suitable applicants. Moreover, applicants have the satisfaction of an interview, and statistics indicate an increased number of qualified applicants passing the tests. From August through December 3831 persons visited our Employment office.

Applicants pre-screened	3831
Referred for interview	
without testing	59
Referred for testing	2312
Failed to report for tests	324
Referred for interview	
after testing	1581

### 4. Office Services

Various techniques and equipment have been devised and ordered to remedy former problem areas and allow for smoother functioning of operations.

A new application form was designed and is now in use throughout the Ontario Public Service. It is more complete and eliminates the use of carbon copies, interview rating sheets and separate examination results sheets.

An automatic typewriter has been installed to handle the great volume of letters which necessarily result from advertised vacancies. One typist alone manages the complete operation at a rate of approximately 40 letters per hour.

Further to improve our telephone service we have engaged a Telephone Answering Service to take applicant calls after regular hours and on week-ends. This helps spread the telephone call load, and, judging by the response, is more convenient to applicants.

## **NEW PROGRAMMES**

### **1. Career Counselling**

As part of the overall plan of the Department of Civil Service to broaden opportunities for employees, a Career Counselling Service was established in the Recruitment Branch to assist employees in their own development in terms of their own capacity and career objectives. This Service is intended to supplement career planning presently being carried out by the Personnel staff in each department.

The Career Counselling Service, being familiar with the variety and demands of the many, diversified areas of employment, is equipped to provide information relating to all vacancies, training and development programmes, the requirements and qualifications for career goals and the paths leading to these goals.

From the inception of the programme until the end of 1967, seventy-three counselling interviews were conducted, the majority having been referred through departmental Personnel Branches.

### **2. Temporary Help Programme**

To maintain a complete staffing service to the various departments, it was decided to operate a Temporary Help Service in the clerical, stenographic, and typing areas. Facilities already existed for the testing and interviewing of candidates, and interested applicants would be assured positions on either a short- or long-term basis.

Excellent candidates could also be put in working situations while awaiting a suitable permanent vacancy. Planning stages were started late in 1967; detailed operation was expected to get under way early in 1968.

### **3. Manpower Planning**

During the year a Manpower Planning Section was established having two inter-dependent primary objectives. Its first object is to enable the Branch to ensure that departmental and agency staff demands with respect to numbers, skills, levels, types and aptitudes may be met at the appropriate time and place. Its second object is to provide information on the potential supply of personnel of various skills and education levels.

In keeping with its objectives, the Manpower Planning Section initiated two major projects. The first project undertaken was the design and implementation of a comprehensive skills inventory, data-gathering, storage, and retrieval system which initially will encompass present employees of Ontario in the Professional and Administrative categories. The data from the system will be integrated with information on the availability of manpower (in the occupational categories chosen) from outside the service. Since the comprehensive skills inventory system will be maintained and up-dated regularly, it will provide a means of periodically assessing the effectiveness of hiring, promotion, and transfer policies.

The information from the internal inventory and outside sources will indicate the qualitative and quantitative nature of manpower supply and thus provide a basis for making operating policy decisions when the supply data is compared to requirements information. Accordingly, the second major project centres on manpower requirements forecasts.



With the successful completion of the two main projects, the Recruitment Branch will be able to provide more suitable candidates for the new and vacant positions that arise in the departments and the operations of the Branch will be carried out more economically and effectively.

## **ADVERTISING & PROMOTION**

Advertising plays a very important part in attracting highly qualified, competent candidates to fill vacancies. With this in mind, a revision was made in our regular vacancy advertising and an institutional advertising campaign was adopted.

In our regular advertising programme, with the encouragement of the departments, we standardized the format and layout of our ads and adopted Ontario's logo for display in every advertisement. Selective placement of advertisements and analysis of productive market areas were provided by a central agency and results produced more qualified, desirable candidates.

In the fall of 1967, a special institutional promotion campaign was adopted to create a favourable climate for recruitment in the Ontario Public Service and to stress the idea that the Ontario Government is a good employer. Posters using an animal theme with a modern message were used in subways, buses and street cars to promote the Ontario Public Service. Special advertisements appeared in selected periodicals and professional journals. Response to this programme was enthusiastic and gratifying. Applicants and the public claimed to be attracted by the advertisements, and letters of praise for a modern, up-to-date approach were sent to our office.

## **STUDENT RECRUITMENT**

### **1. University Programme**

The university on-campus recruiting programme for the Ontario Public Service continued to be well received in 1967.

(a) Campus Recruiting: While most recruiting on campus is done in Ontario, this year three departments also interviewed candidates at selected universities across Canada. Together with various departmental personnel who took part in much of the on-campus interviewing, the university liaison officer saw 618 students. Of these, 105 were finally hired.

A new and completely revised university brochure was published by the Department of Civil Service in time to reach every campus prior to the 1967-68 visits. Studies are currently being made on ways and means of improving the campus recruiting programme. The primary objective is to make offers to university students early in their final year in order to attract the best candidates.

(b) Manpower Retrieval: This programme was devised by the Federal Government to bring career opportunities in Canada to the attention of Canadian students studying outside Canada.

While an excellent response is indicated by the considerable number of résumés sent to government departments, final evaluation of this programme must wait until late in 1968, when these students will be available for employment.

(c) Centennial Student Exchange: Eighty-six university students were placed in the Ontario Public Service through this special programme. Sponsored by the Canadian Institute of Public Administration, it was designed to allow university students from various provinces to work in government offices throughout Canada on an exchange basis.



*Since increasing numbers of university graduates are looking to government as a challenging career, the Recruitment Branch is conducting a particularly active on-campus recruiting campaign.*

(d) Administrative Trainee Programme: Interest was extremely high among students regarding this two-year training programme, now in its third year with the Ontario Public Service. More departments are co-operating in the programme, and in June, 1967, twelve students completed their first year of training and entered regular employment as Administrative Officers.

## **2. High School Programme**

Paralleling the number of students now enrolled in the universities, more and more students at the Grade 12 and 13 level were interviewed. The recruitment programme for high school graduates reflected the increase in their number, a record total of 431 being hired by the various departments.

Of these, 75 were hired by OMSID alone, and Department of Highways accounted for the largest absorption of 85. Though normally hired mostly in the clerical, stenographic and typing fields, high school graduates were taken on in various unusual fields this year. (e.g. lab technician, survey technician, library assistant, etc.).

The Ontario Public Service is promoted in secondary schools through the use of counselling brochures, special competitions for graduates, and visits to the various schools to discuss job opportunities in the Ontario Government.

Another, and no less valuable, part of the programme to introduce high school graduates is Work Experience Week, which gives potential graduates the opportunity



to spend a week in various work situations within the departments. It normally involves experience in filing, typing, shorthand and general office routines, often requiring the use of specialized equipment not usually found in the schools. During this work week, the students are given a tour of the Legislative Assembly, where the member for their riding will often stop to speak to them. The week ends with a review and summary discussion of their experience.

In 1967 several special tours were organized by the high school liaison officer. Students of one school visited Ontario Government offices to see people in actual job situations in certain fields of interest. They toured O.P.P. Headquarters and the Treasury Department. High school guidance counsellors from across the province were given tours also, and a discussion period gave personnel officers and teachers a chance to discuss mutual problems regarding jobs for school graduates.

While this programme deals largely with specific employment opportunities for high school graduates, the high school liaison officer also stresses the wider scope available to those who can continue their education at the post-secondary level

## EXAMINATIONS

A number of policy changes regarding the use of examinations resulted in some notable revisions in the Examinations Section in 1967.

1. A more intensive test validation and review resulted in the dropping of some test batteries entirely. Tests relating to the Personnel Series were among those eliminated.

2. In some instances individual tests were removed from established batteries.

3. A policy was adopted whereby new tests introduced for a classification are co-ordinated with planned performance rating scheme to allow for validation studies by Personnel Research.

4. The swing away from psychological testing meant discontinuation of many testing batteries, mainly in the administrative areas. At the same time, emphasis was placed on the development of more aptitude and job-oriented tests.

5. Tighter restrictions on examinations resulted in more assessments being given rather than pass/fail ratings. These assessments, which are given to Recruitment Officers, tended to be more liberal and generalized in interpretation, often taking into consideration the education, age, cultural and racial background of the applicant.

## EXAMINATION STATISTICS

### A. Totals, People Tested:

	1967	1966
Main Office	6877	6625
Downsview	1207	987
OMSID	936	—
Outside Metro	252	229
	9272	7841

### B. Totals, Tests Given

### C. Percentages passed

	1967	1966
1. Competitive examinations for promotions	2515 (50% pass)	2448 (56% pass)
2. Office Worker Tests (Clerk 1-3)	2788 (57% pass)	2762 (58% pass)
3. Shorthand Tests	1182 (61% pass)	1044 (60% pass)
Typing Tests	2923 (65% pass)	2664 (56% pass)

### D. Assessment only

### E. Research and development of better tests

1378 tests were given to 517 people.

# PAY AND CLASSIFICATION STANDARDS



# **PAY AND CLASSIFICATION STANDARDS BRANCH**

## **1. CLASSIFICATION SECTION**

The Classification Section of the Pay and Classification Standards Branch is responsible for evaluating and classifying positions according to current classification standards; revising and maintaining these standards; auditing decisions made by departmental Classification Officers under the authority delegated to departments in 1966; and representing the management side in hearings before the Classification Rating Committee.

During 1967, 6,386 positions were evaluated and classified. Of that total, 1,853 were classified in the departments under delegated authority, and less than 10% of these were questioned by officers of the section. During the year, 124 new classes were established and another 122 classes were revised.

Some of the significant projects undertaken in 1967 involved:

- acting as consultants to the Personnel Officer of the Niagara Parks Commission in classifying positions and developing appropriate class standards;
- undertaking studies of classes, and classifying positions in connection with the entry into the Provincial service of the Air Pollution Control Services, Jails and the outside administration of justice offices; and
- revisions to class standards, and creation of new class standards in Agricultural Worker, Supply, and Psychiatrist occupations, as well as creating series for Agricultural Schools and District Jails. A streamlining of the management structure in the Reformatories and Training Schools resulted in extensive revision to the appropriate classes and in the restructuring of the management levels.

## **GRIEVANCES**

The Classification Rating Committee heard 23 classification grievances during 1967. The management side was represented by officers of the Classification Section. Their efforts resulted in the upholding of the class allocations in 18 of the cases. Four decisions were awarded to the grievor and one case was withdrawn following the hearing.

During 1967 the Branch adopted, as a policy, the investigation of every grievance, potential and actual, by Classification Officers. To this end, our officers travelled to many points throughout the province to conduct comprehensive desk audits in an effort to resolve as many grievances as possible before they reached the hearing stage. This has resulted in improved employee relations and has had the added benefit of improving our presentation of those cases which were referred to the Classification Rating Committee.

In addition to those grievances heard by the Classification Rating Committee, 35 potential grievances were investigated. Of these, 8 have been settled and withdrawn, 15 have requested a hearing, and 12 are awaiting a decision by the grievor whether or not to request a hearing. It is reasonable to assume that, without individual attention, almost all the potential grievances would have gone to the hearing stage.

## **2. STANDARDS SECTION**

This section was established in 1966 to explore the possibility of introducing improved job-evaluation and salary systems in the civil service. Its research resulted in the creation of the Occupational Group Development Plan in 1967. Essentially, the plan consists of the division of the existing classes into logical groups and categories

which will form the basis for the development of specialized new job-evaluation, salary, and ultimately, personnel appraisal systems. The plan was submitted to the Civil Service Commission and the Deputy Ministers' Council in the fall of 1967 and was approved in principle by both bodies. Subsequently the section visited each department to explain the programme and to obtain the benefit of managerial advice regarding both the basic groupings and future development.

The latter part of the year was devoted to improving the basic plan and preparing for the future. Many of the modifications suggested by management have been incorporated into the new plan, and the "Management Services Group" has been selected as the first pilot project. It is expected that the revised plan and the first pilot project will be introduced in 1968.

### **3. PAY RESEARCH SECTION**

Major surveys conducted during the year covered professional, administrative, clerical, maintenance, inspectional, institutional, technical, social work, welfare, nursing, and law enforcement classes. In most cases, reports were prepared and distributed to participating organizations. In addition, many surveys were conducted on individual classes as the need arose.

### **TECHNICAL TRAINING SECTION**

Position administration training was continued throughout the year for members of departmental personnel staffs and line supervisors, with the overall objective of improving the standard of this aspect of personnel administration throughout the Service.

The following courses were conducted throughout the Province in 1967.

Position Analysts' Course (2 weeks)  
— 4 courses — 46 participants

Position Classification Indoctrination Course (3 days)  
— 3 courses — 35 participants

Personnel Officers' Refresher Course (3 days)  
— 1 course — 10 participants

Position Analysis Course for Supervisors (5 days)  
— 21 courses — 205 participants  
(3 days)  
— 10 courses — 80 participants

## **NEGOTIATIONS AND SETTLEMENTS**

### **Institutional Services Group**

These classes received, through mediation, an average 10% salary increase effective January 1, 1967. A survey was conducted during October in preparation for negotiations on salary revisions to be effective January 1, 1968. Salary levels for nurses, child care workers and therapists were surveyed in January, 1967, and these classes received a negotiated salary increase of 9 - 14% effective April 1, with a further 4% increase due January 1, 1968, good to June 30, 1968.

### **Law Enforcement Group**

A survey was conducted in April, and these classes received a negotiated increase of 13% effective July 1, 1967, with a second-stage increase of 2.5% to 3.5% due January 1, 1968, good to December 31, 1968.

### **Inspectional Group**

An arbitration board award provided an 11% - 13% salary increase retroactive to August 1, 1966. About half the classes in



this group received further salary increases of 1.5% - 5% effective October 1, 1967. A survey was conducted during October, 1967, in preparation for negotiations on salary revisions due January 1, 1968, on those classes which had not received further increases on October 1, 1967.

#### **Office, Maintenance Trades, Services, and Technical Group**

The 1966 arbitration board awarded a second-stage increase of about 4% effective January 1, 1967. A survey was conducted during October in preparation for negotiations on salary revisions to be effective January 1, 1968. Outstanding is an arbitration board decision regarding draftsmen and chemical laboratory technicians' salaries, which, if changed, would likely be retroactive to January 1, 1966.

#### **Social Work and Welfare Administration Group**

A survey was conducted, and these classes received a negotiated 4% increase effective April 1, 1967, and a further 4% increase effective November 1, 1967, good to June 30, 1968.

#### **Professional and Administrative Group**

These classes received an 8 - 10% increase effective October 1, 1966. A survey was conducted during July in preparation for negotiations on salary revisions which were to be effective October 1. The matter was referred to a mediator in November, and then to the Civil Service Arbitration Board in December. The board will hold hearings in 1968.

#### **Senior Positions**

A firm of management consultants reviewed the structure and salary levels of senior positions.

#### **Employee Benefits**

These were last negotiated in 1965, with a next review date of October 1, 1968. There were no activities in this area in 1967.

#### **Cost of salary revisions during 1967**

One hundred and twenty-four new classes were established at a cost of about \$525,000. The salary ranges for 1,571 classes were increased, covering 46,849 employees, with an added payroll cost of about \$21,020,600.

# PLANNING AND AUDIT





# PLANNING AND AUDIT BRANCH

## GENERAL

The Branch was established in 1966 to study and report upon the personnel implications of problem areas in Departments. The standards of personnel utilization and conformity with general policy are of particular concern to the Central Agency as well as to operating departments. During 1967, the Branch completed its development and reached a point where sufficient individuals were qualified to assume responsibility for the day-to-day activities involved in the programme. As a result, a second level of supervision was introduced by the establishment of a group of Senior Audit Officers, who act as team leaders responsible for the conduct of audits and the performance and development of their subordinates.

The advantages of this reorganization are already evident. The team leader assigned to an audit works closely with the officials of the department concerned, providing continuous liaison which ensures that problem areas discovered are completely understood by the department. This results in a greater degree of acceptance of audit recommendations.

## OPERATIONAL AUDITS

The major advantage of the operational audit lies in the fact that line management participates in the solution of operational or programme problems revealed by the audit. Since the Branch's objectives are related to personnel policies, standards and procedures of the operational unit are explored jointly by personnel officials and line management in the setting of day-to-day work problems. This process emphasizes the role of personnel officer in the total administrative effort of the work unit.

A two-man audit team requires from two to four months to complete an operational audit assignment covering a large directorate. During the year, audits were completed in the Departments of Public Works, Education, Mines, Labour and Treasury. Operational audits in progress, but not completed in 1967, include directorates in the Departments of Tourism and Information, Health, and Education. Under this programme the audit teams interviewed 841 incumbents of 582 positions across the service.

### OPERATIONAL AUDITS 1967

<u>DEPARTMENT</u>	<u>BRANCH</u>	<u>COMPLETED</u>	<u>POSITIONS REVIEWED</u>	<u>INCUMBENTS INTERVIEWED</u>
Education	Registrar's Branch (Teachers' Certificates and Courses)	March/67	26	30
Labour	Industrial Safety Branch	July/67	32	60
Treasury	Gasoline Tax Branch	February/67	49	98
Mines	Mining Lands Branch	September/67	50	65
Public Works	Real Estate Branch	February/67	52	80
	Purchasing Branch	June/67	78	92
<b>IN PROGRESS</b>				
Health	Laboratories Branch		84	127
Education	Special Schools Branch		120	213
Tourism and Information	Development Branch		91	76
			<hr/> 582	<hr/> 841

## SPECIAL ASSIGNMENTS

In addition, depth studies were undertaken of situations that had developed into acute personnel-problem areas or had the potential to do so. They were initiated by requests from departments or directed by senior officials in the Department of Civil Service. These studies require the auditors to deal with senior departmental officials as well as representatives of the staff Associa-

tion, and supervisors and workers at all levels. The investigations often require the interviewing of large numbers of people in and out of the Metropolitan Toronto area, sometimes on a shift system to cover establishments operating on a 24-hour basis. The requirements for these assignments varied from one auditor for one or two days, to two auditors for one month.

### SPECIAL ASSIGNMENTS 1967

<u>DEPARTMENT OR AGENCY</u>	<u>BRANCH</u>	<u>MONTH</u>	<u>ASSIGNMENT</u>
Ontario Housing Corporation		February/67	Check of organization and personnel allocation — at request of Pay and Classification Standards Branch.
Provincial Secretary	Legislative Assembly	February/67	Investigation of excessive overtime — at request of Civil Service Commission.
Health	O.H., Penetang	March/67	Investigation of payment of staff allowances — at request of Civil Service Commission.
Health	O.H., Woodstock	March/67	Investigation of payment of staff allowances — at request of Civil Service Commission.
Tourism & Information	St. Lawrence Parks Commission	August/67	Check of general administration — at request of Chairman, Civil Service Commission.
Public Works	Services Branch	August/67	Investigation of status and physical capabilities of a civil servant — at request of Civil Service Commission.
Lands & Forests		August/67	Survey of total personnel organization with suggestions for possible reorganization — at request of Assistant Deputy Minister, Department of Lands and Forests.
Ontario Housing Corporation		September/67	Check of position and personnel allocation — at request of Director, Administrative Services, Department of Civil Service.
Health	Medical Records	September/67	Investigate status of incumbent — at request of Supervisor, Management Information Services, Department of Civil Service.
Public Works	Services Branch	December/67	Investigation of circumstances surrounding separation of an employee — at request of Chairman, Civil Service Commission.
<b>IN PROGRESS</b> Health	O.H., Whitby		Investigation of numerous formal grievances — at request of Chairman, Civil Service Commission.

## CONCLUSION

With the steadily increasing size and variety of the work force, the accelerating rate of technological change, and the developing ramification of collective bargaining, human relations problems will increase both in number and complexity. The role of the Personnel Officer will therefore assume even greater significance. Experience gained in the conducting of operational audits indicates that there is frequently a gulf between line managers and personnel officials. They have, in some cases, failed to recognize common objectives. This manifests itself on the one hand

by an over-emphasis on the paper-work aspects of personnel management, and on the other hand by the failure to realize that personnel work is part of every supervisor's responsibilities.

The audit programme, both as regards operational audits and special assignments, continues to grow. Requests for the services of the Branch are greater than can be met with the present staff. As trained staff are not readily available, a comprehensive training programme is now in preparation to develop auditors within Branch resources.



## STAFF DEVELOPMENT AND RESEARCH

# STAFF DEVELOPMENT AND RESEARCH BRANCH

## REORGANIZATION

By a reorganization during 1967, the former branches of this Department responsible for personnel research and for training and development were combined in the Staff Development and Research Branch. The reorganization was in recognition of the very close association in the function of these two branches. The new arrangement permits greater facility in involving personnel of the two branches in training and research programmes.

The newly formed branch was transferred to the jurisdiction of the Executive Director responsible for Personnel Development.

## STAFF DEVELOPMENT

A major portion of the activities of 1967 was directed towards an extension of the management development programme which was introduced in 1965 and consolidated in 1966. The extension embraced a Blake Managerial Grid Seminar, an additional Senior Officers' Conference, and a Collective Bargaining Seminar. Further activities included a training course for departmental counsellors concerned with implementing the programme on alcoholism, two courses in Inferential Statistics for government personnel, and two Workshop Seminars on the Establishment and Maintenance of Filing Systems. Plans were also made for the inauguration of a Management Seminar for Ontario Hospital Superintendents early in 1968.

### Management Programme

In January, a 5-day residential Blake Managerial Grid Seminar was held at the Guild Inn, attended by 8 Deputy Ministers, 3 Assistant Deputy Ministers and 6 senior managers, representing 17 departments, boards and commissions. The main objectives of the seminar were to help the

participants examine their managerial styles (in terms of the theoretical framework developed by Drs. Blake and Mouton); to provide them an opportunity to participate in solving management problems in groups composed of their peers and to take a close look at a team management development programme which they might want to implement later in their own departments.

In May, 29 senior administrators took part in a three-week Senior Officers' Conference; 24 participated in a second one held in October. There were 23 former conferees in attendance at the one-week Senior Officers' Seminar, held in June.

Sixty-eight employees at the middle management level took part in three Management Development Courses conducted by the branch.

### Supervisory Training

Seven two-week, full-time Supervisory Training Courses were held in Toronto, with 162 employees from all departments participating. Three condensed, one-week Supervisory Training Courses were held for O.M.S.I.D. personnel; in all, 63 employees attended. To meet the continuing demand for Supervisory training, the branch offered 15 one-week courses at various locations throughout the province. This condensed programme was attended by 448 employees from the Departments of Health and Highways.

### Special Skill Courses

In co-operation with Advisory Services Division of the Treasury Board Secretariat, the branch organized a second nine-week, full-time course for Systems and Procedures officers. Twenty participants from nine departments passed the final examination successfully and were awarded certificates of attainment. Many of these employees have now been placed in positions where departments can derive maximum benefit from their newly acquired skills.



A special course for government personnel engaged in research and statistical analysis was organized in co-operation with the Ontario Institute for Studies in Education. Twenty participants enrolled in the first course on a duty assignment basis. Classes were held three mornings a week for a period of ten weeks. A second course, in which 19 participants enrolled, began in mid-October and concluded in late December.

The first of two one-week Seminar Workshops dealing with the Establishment and Maintenance of Filing Systems was instituted in the fall of 1967. Under the direction of Mr. Harold Moulds, Records Management consultant to the Ontario Government, participants had an opportunity to examine problems relating to correspondence control. Sessions were devoted to an introduction to various filing systems, assessment of equipment and supplies, filing plans and procedures, selection and training of staff, etc. Forty-two candidates participated in two seminars, the second of which was held in November.

In September, 10 departmental counselors attended a one-week residential seminar dealing with their function in respect to fulfilling the objectives of the Ontario Government's Alcoholism Counselling policy.

### **Evening Courses**

In co-operation with the Manpower Training division of the Toronto Board of Education, two evening courses — one in "Advanced English Composition and Business Letter Writing", another in "Effective Report Writing" — were organized. Six classes operated over a three-month period, with two-hour sessions held two evenings a week at one of the Board's Adult Training Centres and in classroom facilities in the Department of Civil Service.

Sixty-five students in the Composition and Business Letter Writing Course, and 34 in the Report Writing Course, were awarded Toronto Board of Education Ontario Manpower Training Diplomas in recognition of their successful completion of the courses as prescribed by the Ontario Department of Education under the Dominion-Provincial Training Agreement.

### **Collective Bargaining Seminar**

Training and Development Services, in co-operation with the Staff Relations Branch of the Treasury Board Secretariat and the Personnel Council, sponsored a two-day Seminar on Collective Bargaining for senior members of personnel branches who have, or will have, a significant role in relation to negotiation. Forty-four participants, representing 24 departments, boards and commissions, took part in the discussions. Session leaders were: the Chairman of the Civil Service Commission, central agency officers, Mr. Marcel Desautels, of the Federal Treasury Board, and Mr. R. V. Hicks, Q.C.

### **Participation in Departmental Programmes**

A one-week course in teaching skills in the operation of business machines, key punch equipment and specialized methods in processing insurance forms was organized for 10 employees of O.M.S.I.D.

At various times during the year, the Director, Assistant Director (Training) and Staff Development Officers participated in departmental conferences (Energy and Resources Management, Public Works, O.W.R.C.) or acted as session leaders at intra-departmental training courses (Ontario Fire College, Gravenhurst).

At the end of the year, the Orientation Programme was discontinued until sufficient demand from departments justified its recommencement.



### Administrative Training Programme

In 1967 there were 8 university graduates recruited on a contract basis for the one-year Administrative Trainee Programme rotating through 13 participating departments. Through a two-month attachment to 6 departments, each trainee is provided with an overview of government functions and an understanding of the managerial problems of the public service.

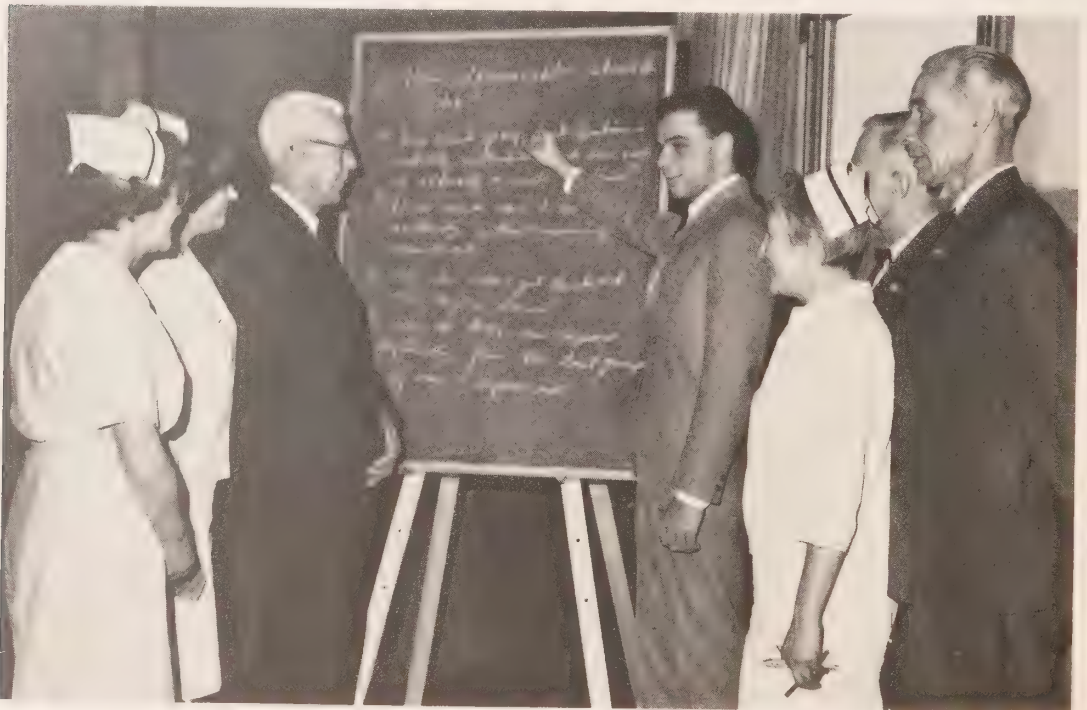
### Leave of Absence for Educational Purposes

During the year, 131 requests for leave of absence to attend full-time courses at schools or universities were approved by the Civil Service Commission. Sixty-two employees were granted leave with full pay; 42 were granted bursaries and had course fees paid on their behalf; 22 were granted leave of absence without pay; and 5 employees were allowed to break their period

of continuous service to attend courses not related to their work.

### Co-operation with Federal Government

For the second consecutive year, at the request of the Public Service Commission of Canada, the branch prepared a two-day programme dealing with the social and economic problems of Ontario, which was incorporated in the Senior Course in Government Administration, the Federal Government's three-month training programme for its senior administrators. The segment of the course dealing specifically with Ontario took the form of a three-day field visit to Toronto, during which the Treasurer of Ontario, Hon. C. S. MacNaughton, spoke to participants at an informal luncheon meeting. Leaders for the formal sessions were drawn from the governments of Canada, Ontario and Metropolitan Toronto, and from the University of Toronto.



*Supervisor training is an important activity of the Staff Development and Research Branch.*

STAFF DEVELOPMENT COURSES	No. of Courses			No. of Participants		
	1967	1966	1965	1967	1966	1965
Senior Officers' Conferences	2	1	1	59	32	27
Senior Officers' Seminar	1	1	1	23	24	13
Blake Managerial Grid Seminar	1	—	—	17	—	—
Management Development Courses	3	3	3	68	62	67
Supervisory Training Courses (Service-wide, Toronto)	7	12	8	162	250	162
Supervisory Training Courses (OMSID - Toronto)	3	—	—	63	—	—
Supervisory Training Courses (Outside Toronto - Health and Highways)	15	8	1	448	290	48
Systems & Procedures Course	1	1	—	20	21	—
Statistics Courses	2	—	—	39	—	—
Orientation Course	1	1	1	25	36	43
Collective Bargaining Seminar	1	—	—	44	—	—
Filing Systems Workshop Seminars	2	—	—	42	—	—
Skills Instruction Course (OMSID)	1	—	—	10	—	—
Course for Alcoholism Counsellors	1	—	—	10	—	—
Administrative Trainees	1	1	1	8	11	4
Approved Courses (cumulative total)	33	18	13			
<u>Educational Leaves:</u>						
Section 16a (Leave of absence with pay — full support)				62	57	76
16b (Bursary assistance)				42	48	25
16c (Leave of absence without pay)				22	27	24
16d (Resignation with reten- tion of benefits and seniority)				5	12	7

## PERSONNEL RESEARCH

The scope of activities during 1967 can be taken as an indication of the increasing demand for personnel research by a growing number of government departments. In all, seven departments and agencies requested research studies.

### Evaluation of Internal Training Courses

Considerable research time was devoted to the evaluation of courses conducted by the Training and Development Services as part of the management development programme. Appraisals of the effectiveness and suitability of the Supervisory and Management courses were based on questionnaire surveys of the participants, and the findings, along with suggestions for future programmes, were submitted to Training and Development.

In addition to these duties, Personnel Research took an active part in the programme development, co-ordination and evaluation of the Eighth Senior Officers' Conference. Informal interviews of participants and weekly questionnaire surveys contributed the data for the evaluation of this conference; changes in the programme were made as a result. Re-design of the entire programme for the 9th Senior Officer's Conference has been considered in view of these evaluations.

Also in the area of training evaluation, the Research section was requested to develop a suitable plan to evaluate the staff orientation programme currently conducted in one of the departments. Briefly, it was decided to survey the staff prior to the first orientation meeting to assess their knowledge of departmental functions, objectives, policies and procedures. A second questionnaire survey at the programme's conclusion in May, 1968, will allow a before-after comparison of the answers and a measure of the programme's merit.

Personnel Research also took an active part in staff training, sharing in the teaching of a statistics course sponsored by the

Department of Civil Service and designed to upgrade the skills of civil servants engaged in statistical analysis.

### Studies in Other Departments

Attitude and motivational studies continued to be the second major focus of activity. A number of Departments requested these studies, the purpose being to determine the job satisfaction of departmental staff and to evaluate the needs for further training of employees. The methods employed typically consisted of intensive interviews with representative employee groups in these departments, together with a detailed questionnaire survey of all employees in the department.

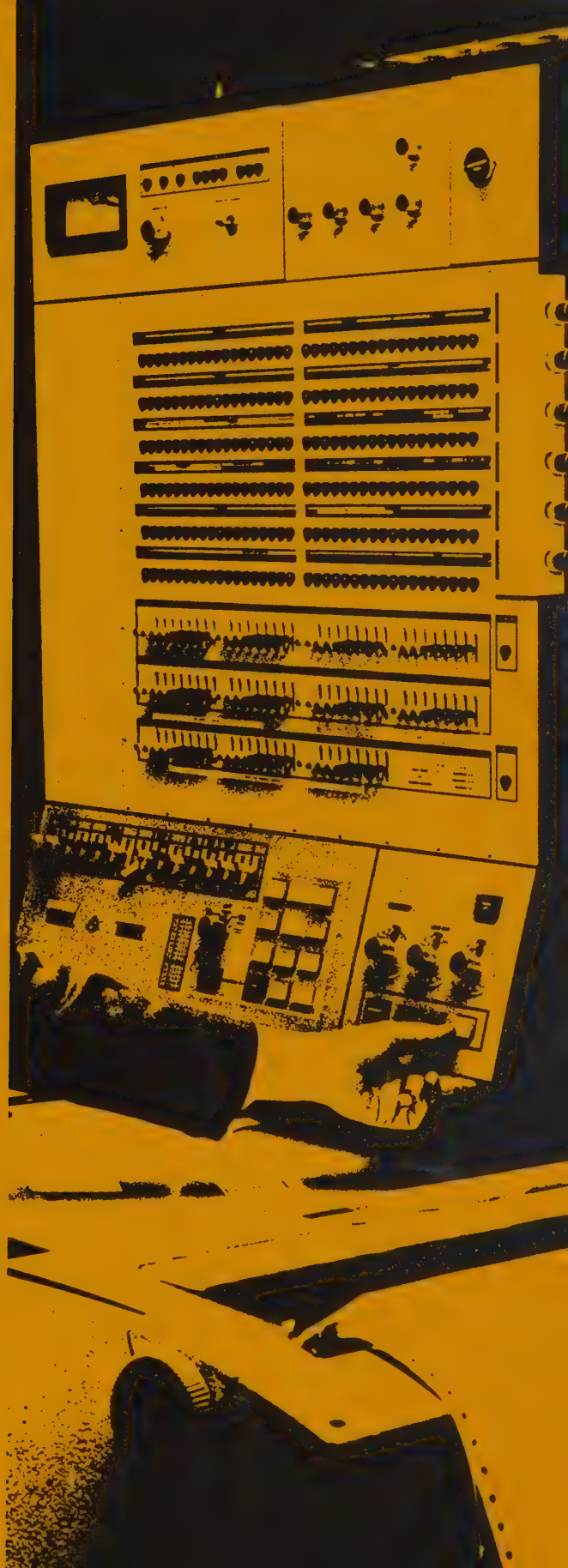
The analysis of the results and suggested measures (e.g., training courses for supervisory staff) were submitted to the requesting departments with an invitation to consult further with Personnel Research during the implementation of the suggested training programmes.

### Test Validation

Test validation remained another major area of research. At the request of the Recruitment Branch, validation studies of selection tests for a sizeable number of job classifications were initiated. Generally, these evaluations were based on the results of statistical correlations between test scores and on-the-job performance ratings submitted by supervisors. As a result of these studies, a number of modifications have been made in the existing selection procedures.

Also in the area of test evaluation and selection, the university recruitment programme has been undergoing a major review, aimed at facilitating early recruitment of top candidates during their final year. Intensive follow-up studies, tracing the hired graduates' success, suitability for promotion, etc., have been planned and should provide valuable data for the Recruitment Branch.

**ADMINISTRATIVE SERVICES**





## ADMINISTRATIVE SERVICES BRANCH

In the past the principal responsibilities of this Branch have been the provision of services such as accounting, purchasing, payroll preparation and general office services for the Department of Civil Service. In addition, data processing unit record equipment has been used for recording and certification of personnel transactions affecting all civil servants. These responsibilities persist. However, the past few years have seen tremendous developments in personnel management and administration, which have vitally affected the role of this Branch.

Collective bargaining and conditions of nearly full employment have imposed new demands on the Administrative Services Branch, and its role has undergone a significant change. The Branch is now an integral part of the overall Government personnel management programme.

These changes have been indicated in previous Annual Reports on this Branch, and the past year has been one of particularly active development, unquestionably because of the availability of the facilities of a large computer from the Department of Highways. Of a size and



*Plate-making in the Printing Room, Department of Civil Service.*

power which could not be justified by the Department of Civil Service alone, this installation can provide speedy compilation of historical, current and statistical information, inestimably valuable but quite outside our power to produce on equipment previously available.

The painstaking analysis and systems work which are essential adjuncts to the computer operation are the Branch's responsibility, and this is an area where inventiveness and skills of a high order are being developed and encouraged. The Branch is thus playing a vital role in a situation where new dimensions are being opened up, where new approaches to all aspects of personnel management are being made.

The use of these facilities makes it possible to create a data pool which will cover information on personnel, their qualifications, career patterns, etc., and positions in the Ontario Public Service. All departmental agencies will contribute to the gathering of these data and all will benefit by the application of this information to the solution of personnel problems. A total personnel resources system of this type will provide information not only for the process of collective bargaining, but also for skills inventory and evaluation, effective manpower utilization, employee training needs, salary forecasting and costing, job evaluation standards and personnel research. At present, demands outstrip capacity to produce, and orders of priority have been established. Steady progress to-

ward these goals has been maintained during the year under review. Indications are that a substantial reduction in the amount of paperwork required by the personnel branches of operating departments is possible.

In a civil service as large as that of Ontario, the elimination of even a single sheet of paper covering a personnel transaction represents a considerable saving.

### PERQUISITES AND CREDITS

Persons eligible for gratuity (based on half their unused accumulated sick leave) received an average of \$1,344.00 on severing their employment with Ontario in 1967. Payments went to 22% of those separating from service. By the increase of the minimum service period to ten years in 1965, the number of eligible persons continues to decrease.

Ontario civil servants paid a total of \$1,255,534.91 for perquisites such as living accommodation, services, meals and equipment. Forty-three new accommodation units were established in 1967. These were in line with the policy to provide such accommodation only where normal housing is not available.

The Perquisites Officer conducted a Province-wide investigation of living accommodation and other perquisites.

Charges to employees are based on location, isolation, and quality of the accommodation, among other factors. Antiquated or unservicable units continue to be replaced by modern housing units.





*Use of computer facilities from the Department of Highways enabled Administrative Services to compile quickly a variety of information which was not readily available before.*



## PUBLICATIONS

## **PUBLICATIONS BRANCH**

### **TOPIC: ONTARIO MAGAZINE**

Internal circulation of TOPIC: Ontario magazine had its most dramatic year of growth during 1967, and by the end of the year had reached nearly 50,000.

The computerized home-mailing list maintained for TOPIC is the most current centralized listing of Ontario civil servants, and for this reason it is used by other Ontario Government agencies for surveys, samplings, etc. The list is kept up-to-date through cross-checking with Treasury Department records and mail returns from readers.

With such a large circulation, TOPIC maintained its No. 2 position among all employee magazines in Canada, according to a 1967 survey conducted by a leading Toronto newspaper.

One of the five issues published during the year was the "Centennial" souvenir edition, which featured a full-four-colour cover. In addition to drawing favourable comments from many areas, the colour edition was selected for display by the Canadian Industrial Editors' Association at a special meeting of the Canadian Public Relations Society.

While TOPIC normally maintains a 24-page format, it was found necessary to increase the number of pages to 28 for two issues. This was due primarily to the receipt of timely material received from government departments.

As in previous years, several of TOPIC's original articles, photographs and cartoons were reproduced in both Canadian and American newspapers and publications with a general readership.

### **TOPIC BULLETIN**

During 1967, 16 issues of TOPIC Bulletin were published, some 4,400 copies of each being distributed to personnel branches and field offices throughout the government service. The bulletin compliments the magazine and contains up-to-date news of direct interest to the government employee.

Featured in the 1967 bulletins was information concerning wage and salary

increases, changes in fringe benefits, senior appointments, and employment opportunities open to in-service competition.

### **GENERAL PUBLICATIONS**

The employee handbook, "Working Together for Ontario", was updated and reprinted late in December for issue early in 1968. All government departments were contacted and each advised the Publications Branch of quantity requirements. Distribution of the new handbook is restricted to new employees only. Control must be maintained to ensure that the 65,000 copies printed are not over-stocked by user departments.

Another responsibility of the Publications Branch is the editing and production of the Annual Report of the Department of Civil Service.

### **COMMUNITY SERVICE**

The Publications Branch organized the Ontario Government fund-raising campaign for the Canadian Cancer Society in Metropolitan Toronto. Nearly 20,000 civil servants in the Metro area contributed \$12,637.03 during the one-month campaign. This represented a 33% gain over donations of the previous year.

The initial, formative meeting of Cancer Fund campaign representatives was followed-up with a series of progress reports to departmental representatives. This method of maintaining campaign interest among volunteer workers has been adopted by other participating business and commercial agencies on the recommendation of the Cancer Society.

The Branch also assisted the Canadian Red Cross in the promotion and organization of the Ontario Government blood donor clinics.

The Publications Branch is represented on the inter-departmental committee dealing with the integration of the government display at the Canadian National Exhibition and other events throughout the Province.



## EMPLOYEE SERVICES



## EMPLOYEE SERVICES BRANCH

Announced in July, 1966, the Government's policy on the rehabilitation of employees whose job performance has suffered through alcoholism continued to be implemented with some expansion in 1967. All departments of Government are required to initiate programmes to implement the policy. In that implementation some departments have been more active than others.

### ADVISORY COMMITTEE

There have been changes in the Advisory Committee which was appointed in October, 1966, to make recommendations to the Chairman of the Civil Service Commission on the operation of departmental programmes.

Mr. A. J. Herridge, who served as Chairman in the first year, resigned on his transfer to Sudbury as Regional Director with the Department of Lands and Forests. He has been replaced as Chairman by Dr. Alan Long, Chief Psychologist and Director of Orientation at the Donwood Foundation, Toronto. Dr. C. A. Buck left the Committee on his retirement from the Department of Health.

Mrs. Anne Cameron and Mr. J. Ross, representing the Department of Economics and Development and the Department of Education, respectively, have been replaced by Mr. J. C. Arber and Mr. A. R. Hawkshaw, Personnel Directors of the Departments of Transport and Agriculture and Food. The changes in departmental representation are made so that all the large departments will eventually become familiar with the plans and discussions of the Advisory Committee.

Mr. George Gemmell, President of the Civil Service Association of Ontario, continues to represent the Association on the Committee.

The Department of Civil Service wishes to express its appreciation to the first

Chairman of the Committee, Mr. Herridge, and to all the Committee members for their valuable services through 1967.

### APPOINTMENT OF DEPARTMENTAL COUNSELLORS

On the recommendation of the Advisory Committee, Employee Counsellors were appointed in eight of the larger departments on an experimental basis. The primary duty of the counsellors is to counsel employees who seek assistance on a confidential basis. They also act as liaison officers to arrange employee contacts with helping community services, and are responsible in their respective departments to see that comprehensive programmes are introduced, including the training of supervisors.

Departments in which counsellors were appointed are as follows:

- Dept. of Highways
- Dept. of Health
- Dept. of Labour
- Dept. of Lands & Forests
- Dept. of Public Works
- Dept. of Reform Institutions
- Dept. of Transport
- Dept. of Treasury

### TRAINING

The Advisory Committee made recommendations under three sections:

- (1) Training of supervisors in policy and procedural aspects of the Government programme;
- (2) Training and continuation of a development programme for departmental counsellors;
- (3) Use of available films and the possibility of making a new film to illustrate the supervisor's approach to employees whose work performance has suffered through behavioural problems.

### **Supervisory Training**

Training in a "performance-centered" approach to the handling of problem employees was incorporated in supervisory courses given in the Department of Civil Service by the Training and Development Branch throughout the year. In addition, Messrs. S. H. Parsons and K. Owens, of Employee Services, gave instruction at training courses held in various locations in the Province, including the Department of Health, at Brockville, Kingston, North Bay, Hamilton, Cedar Springs, London and Toronto; Department of Highways at Port Arthur, London and Downsview; Department of Lands and Forests, at North Bay.

There were also meetings with branch heads in some departments. In all, some 650 supervisors received training and were supplied with complete information on the policy and the procedures provided for its implementation. In addition, counsellors in some departments are giving training to groups of supervisors throughout the Province.

### **Training of Departmental Counsellors**

Counsellors attended a two-week management course provided by the Training and Development Branch, and a further one-week course was given with special emphasis on counselling techniques. In addition, counsellors are required to attend the two-week summer course given by the Alcoholism and Drug Addiction Research Foundation.

### **Participation in Training by Civil Service Association of Ontario**

The Civil Service Association of Ontario continues to give full support to the establishment and operation of departmental programmes, and has started a

programme of training of the Association's stewards. In this connection, Employee Services gave instruction to a training session of 85 of the Association's stewards at a conference at Port Elgin during the year. It is the Association's intention to set up three more regional training sessions at which Employee Services will participate in an advisory role.

### **EXPANSION OF PROGRAMMES TO INCLUDE PROBLEMS OTHER THAN ALCOHOLISM**

The scope of the programme has been extended in practice to some extent to include problems other than alcoholism which interfere with job performance, such as financial and job-related problems. The departmental counsellors are available to discuss such problems with employees and to offer and refer employees to whatever assistance may be available.

### **REFERRALS**

Referrals are made either on a mandatory or voluntary basis. All mandatory referrals are required to be made to the Civil Service Health Service of the Department of Health, directed by Dr. W. E. O'Hara, who performs diagnoses and structures the treatment for referred employees.

Since the introduction of the programmes, 50 employees have been referred from 15 departments to the Department of Health for diagnosis and subsequent treatment. In addition to those who have been referred to the Health Centre, 35 employees from 19 departments have been assisted through Employee Services. Another 30 employees from 7 departments used the services of departmental counsellors in the three short months of the latter's operation in 1967.



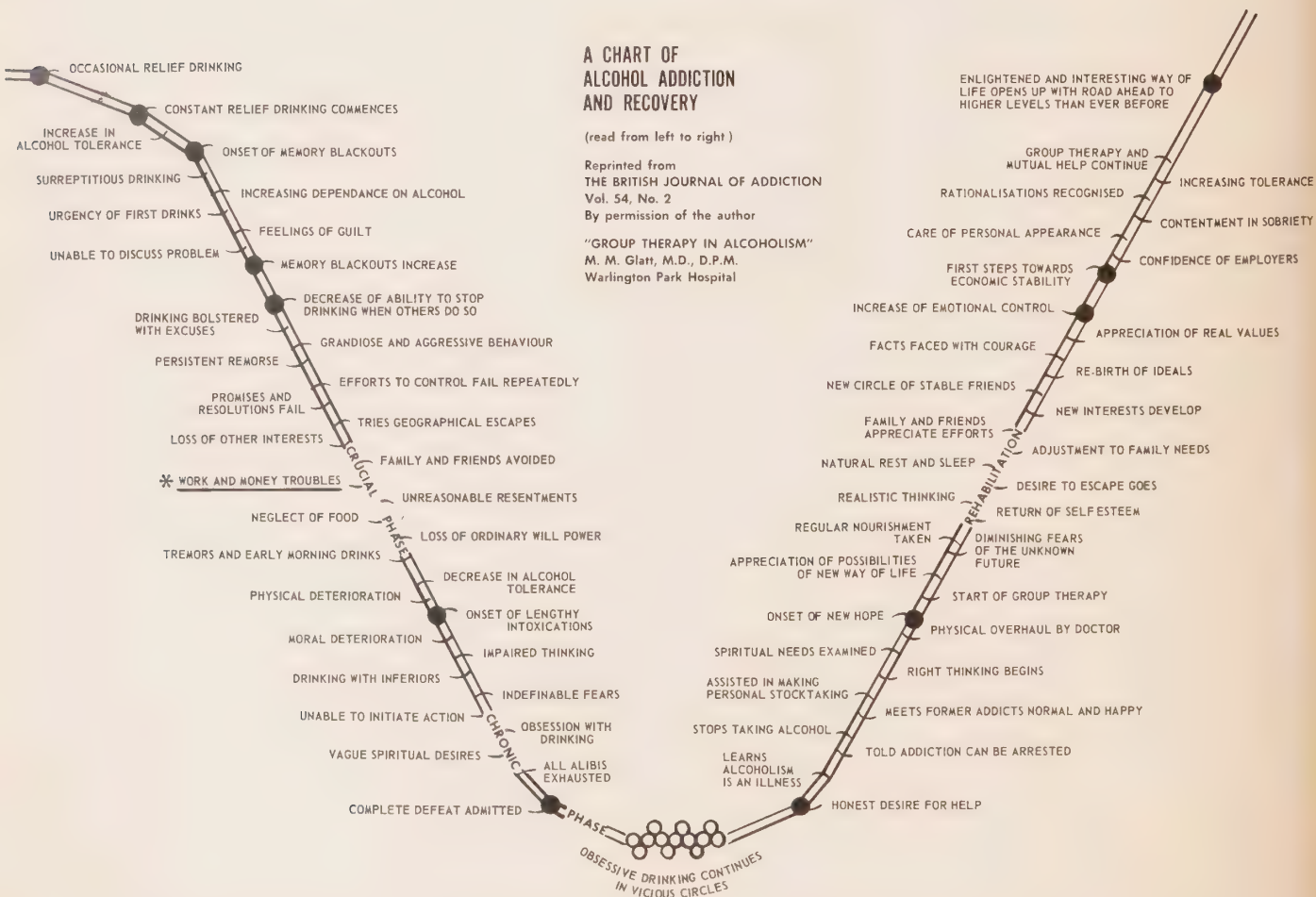
## Alcoholics Anonymous

The resources of Alcoholics Anonymous are invaluable in assisting employees. Members of this organization employed in Government departments continue to offer their services in helping individual employees.

## GENERAL

The Department of Civil Service wishes to acknowledge the co-operation which it

has received from the Alcoholism and Drug Addiction Research Foundation, the United States National Council on Alcoholism, the Center of Alcohol Studies, Rutgers University, the New York State School of Industrial and Labour Relations, Cornell University, and the North American Association of Alcoholism Programs. Employee Services maintains continual contact with these organizations in order to benefit from the experience of other jurisdictions engaged in similar programmes.



\* It is at this stage that the Ontario programme is designed to identify the problem, help the employee arrest the process of mental and physical deterioration, and restore good work performance.

## COLLECTIVE BARGAINING



## COLLECTIVE BARGAINING

### ONTARIO JOINT COUNCIL

Formed in 1963 under the provisions of The Public Service Act, the Ontario Joint Council is the medium for negotiation between the Civil Service Association of Ontario and the Government to bring about collective bargaining and arbitration of disputes on matters concerning terms of employment of Crown employees — including working conditions, remuneration, leaves, and hours of work — which are not excluded by the regulations.

These arrangements were extended last year to include employees of the Niagara Parks Commission, the Ontario Hospital Services Commission, and the Ontario Water Resources Commission. Parallel arrangements for negotiation are available to the uniformed staff of the Ontario Provincial Police and to employees of the Liquor Licence and Liquor Control Boards.

As authorized by the 1966 amendments, the Council's membership was reduced from eight to six and the Ontario Joint Council held five meetings during the year.

Successful negotiations were concluded for pay raises for the Institutional Classes by the mediation process — an additional step provided by legislation last year to allow more effective and flexible bargaining in the earlier stages of conciliation.

Improved methods of research and additional experience gained during the year have undoubtedly strengthened the bargaining position of both sides of Council. It is to be hoped that, as a result, negotiation of matters of interest to the government and its employees will in future be resolved

more frequently at the mediation stage before referral to arbitration.

As the year concluded, negotiations were taking place with respect to salaries for Professional and Administrative Classes, proposed amendments to the regulations, and conditions of employment for the Unclassified Staff.

### APPEALS PROCEDURE

The Appeals Procedure for the Ontario Civil Service is divided into two parts. One part provides for appeals to the Public Service Grievance Board to arbitrate grievances in respect of terms of employment, working conditions, or discharge. Grievances thereunder are processed in three steps within the department. In the third or final departmental step, the Deputy Minister of the department in which the grievance originates institutes an investigation and renders his decision. If the grievor is not satisfied with the decision of the Deputy Minister, he may appeal to the Public Service Grievance Board.

The other part of the Appeals Procedure provides for appeals on matters of classification. Where there is grievance that a position should be classified, or is improperly classified, the grievance is first presented to the immediate supervisor and then to the Deputy Minister of the department. If the person presenting the grievance is not satisfied with the decision of the Deputy Minister, he may present his case to the Chairman of the Civil Service Commission, who directs the matter to the Classification Rating Committee for a hearing.

## **PUBLIC SERVICE GRIEVANCE BOARD**

During the year the Grievance Board received 46 applications for hearings. The Board convened 28 times with the result that 25 grievances were heard and the following decisions recorded:—

Decisions in favour	
of Administration	14
Decisions in favour of Grievors	8
Withdrawn after hearing	1
Beyond jurisdiction of Board	2

Professor R. Presgrave continued as Chairman of the Board. Mr. Frank E. Wood, O.B.E., Secretary-Treasurer and Director of Ormiston Mining and Smelting Company; Mr. S. W. Clarkson, Deputy Minister of Economics and Development; Mr. D. A. Crosbie, Director of Legal Services, Department of Highways; and Mr. W. C. Alcombrack, Q.C., Office of the Legislative Council, Department of Attorney General, remained as members of the Board.

After service with the Public Service Grievance Board and the Classification Rating Committee since December 1st, 1964, Mrs. Elizabeth Smith resigned to pursue studies towards a Master of Education degree at the Ontario Institute for Studies in Education.

Mrs. Smith's contribution towards the continuing success of the Board is particularly acknowledged.

Mrs. D. M. Hinchey, Personnel Manager of Maclean-Hunter Publishing Company,

Toronto, was appointed as a member of the Public Service Grievance Board effective July 17th, 1967.

A Graduate of the Professional Course of Industrial Relations at Queen's University, Mrs. Hinchey is highly qualified in matters of personnel administration and staff counselling.

## **CLASSIFICATION RATING COMMITTEE**

A total of 51 grievances concerning classifications were referred to the Classification Rating Committee. Eight were withdrawn before hearing and 6 were scheduled to be heard in 1968. Of the 23 grievances heard by the Committee, 18 resulted in decisions supporting the administration, 4 in decisions supporting the grievors, and one was withdrawn after the hearing. Fourteen are pending.

Professor R. Presgrave, who accepted the appointment as of September 1st, 1966, continued as Chairman of the Classification Rating Committee.

Mrs. D. M. Hinchey, who, as previously reported, was appointed as a member of the Public Service Grievance Board, also agreed to serve as a member of the Classification Rating Committee as of July 17th 1967, following the resignation of Mrs. Elizabeth Smith.

The Committee will continue to exert every effort to fulfil its responsibilities and deal with outstanding grievances as expeditiously as time and availability of its members will possibly allow.





# ONTARIO CIVIL SERVICE STATISTICS 1967





# CIVIL SERVICE ENROLMENT

DEPARTMENTS	Total Staff December 31, 1966	Appoint- ments	Separa- tions	Inter-departmental Transfers		Total Staff December 31, 1967	% Change
				In	Out		
Agriculture and Food	1,069	258	124	13	9	1,207	12.9
Attorney General	1,583	400	219	22	191	1,595	0.8
Provincial Police	3,800	618	335	20	16	4,087	7.6
Centennial Centre of Science and Technology	—	24	5	13	1	31	—
Civil Service	152	37	18	9	16	164	7.9
Economics and Development	422	254	89	16	9	594	40.8
Education	2,538	688	745	40	25	2,496	-1.7
Energy and Resources Management	158	30	22	5	2	169	7.0
Financial and Commercial Affairs	—	86	30	199	2	253	—
Health	1,716	1,160	440	44	77	2,403	40.0
Health Insurance Registration Board	—	1	—	4	—	5	—
Hospitals	12,843	3,116	2,026	222	190	13,965	8.7
Highways	9,468	2,087	1,018	12	53	10,496	10.9
Labour	742	213	99	12	14	854	15.1
Land and Forests	2,506	323	208	12	14	2,619	4.5
Lieutenant Governor	2	—	—	—	—	2	0.0
Mines	281	54	39	4	8	292	3.9
Municipal Affairs	326	87	52	2	8	355	8.9
Prime Minister	26	2	2	1	—	27	3.8
Provincial Auditor	85	18	13	2	3	89	4.7
Provincial Secretary and Citizenship	427	100	80	11	13	445	4.2
Public Works	1,572	228	174	9	18	1,617	2.9
Reform Institutions	217	64	33	14	4	258	18.9
District Jails	225	22	19	—	1	227	0.9
Reformatories	2,007	309	218	41	47	2,092	4.2
Social and Family Services	779	328	147	37	10	987	26.7
Tourism and Information	271	87	40	6	12	312	15.1
Transport	1,164	293	182	10	18	1,267	8.8
Treasury	1,415	386	286	11	39	1,487	5.1
Treasury Board Secretariat	48	25	12	9	7	63	31.3
University Affairs	25	23	6	9	2	49	96.0
TOTAL	45,867	11,321	6,681	809	809	50,507	10.1

# DISTRIBUTION OF STAFF

## BY TYPE:

	1966		1967	
	No.	%	No.	%
Regular	36,475	79.5	40,388	80.0
Probationary	9,392	20.5	10,119	20.0
TOTAL:	45,867	100.0	50,507	100.0

## BY SEX:

	1966		1967	
	No.	%	No.	%
Males	30,217	65.9	32,819	65.0
Females — single	7,195	15.7	8,021	15.9
Females — married	8,455	18.4	9,667	19.1
TOTAL:	45,867	100.0	50,507	100.0

## BY AGE:

	1966		1967	
	No.	%	No.	%
Interval				
Under 25	6,847	14.9	8,244	16.3
25 - 34	9,247	20.2	10,462	20.7
35 - 44	10,247	22.3	10,703	21.2
45 and over	19,526	42.6	21,098	41.8
TOTAL:	45,867	100.0	50,507	100.0

## AVERAGE AGE OF EMPLOYEES: (in years)

	1966	1967
Divisions		
Entire service	40.8	40.4
Males	41.5	41.6
Females — total	39.4	38.2
Females — single	37.4	36.4
Females — married	41.2	39.7

## BY SALARY:

	1966		1967	
	No.	%	No.	%
Under \$3,000	1,003	2.2	154	0.3
\$3,000 - \$3,499	3,603	7.8	3,226	6.4
\$3,500 - \$3,999	8,213	17.9	6,730	13.3
\$4,000 - \$4,999	13,695	29.9	17,203	34.1
\$5,000 and over	19,353	42.2	23,194	45.9
TOTAL:	45,867	100.0	50,507	100.0

## BY YEARS OF SERVICE:

	1966		1967	
	No.	%	No.	%
Interval				
Under 5	20,622	45.0	24,322	48.2
5 - 9	11,396	24.8	10,565	20.9
10 - 14	7,294	15.9	8,586	17.0
15 - 19	3,691	8.1	3,842	7.6
20 - 24	1,574	3.4	1,923	3.8
25 and over	1,290	2.8	1,269	2.5
TOTAL:	45,867	100.0	50,507	100.0

# DISTRIBUTION OF APPOINTMENTS

BY TYPE:				BY SEX:			
		1966		1967		1966	
		No.	%	No.	%	No.	%
New recruits		7,884	81.6	8,817	77.9	5,060	52.4
Re-employed		803	8.3	875	7.7	2,747	28.4
Transfers from						1,853	19.2
unclassified staff		973	10.1	1,629	14.4		
TOTAL:		9,660	100.0	11,321	100.0	9,660	100.0

BY TYPE AND SEX:				Females			
		Males		Single		Married	
		TOTAL		TOTAL		TOTAL	
New recruits		4,596		2,693		1,528	
Re-employed		346		217		312	
Transfers from							
unclassified staff		1,194		222		213	
TOTAL:		6,136		3,132		2,053	

BY AGE:				BY SALARY:			
		1966		1967		1966	
		No.	%	No.	%	No.	%
Age Intervals				Salary Intervals			
Under 25		4,128	42.7	4,979	44.0	1,037	10.8
25 - 34		2,162	22.4	2,729	24.1	3,516	36.4
35 - 44		1,495	15.5	1,592	14.1	1,751	18.1
45 and over		1,875	19.4	2,021	17.8	1,771	18.3
TOTAL:		9,660	100.0	11,321	100.0	1,585	16.4
						9,660	100.0
						11,321	100.0

# COMPARATIVE TURNOVER RATES

Divisions	1966 %	1967 %
TOTAL STAFF	15.6	13.9
Regular staff	10.3	7.8
Probationary staff	37.3	37.9
Male staff	12.8	11.2
Female staff	21.1	18.9
Age Interval	1966 %	1967 %
Under 25	34.0	32.3
25 - 34	18.8	17.6
35 - 44	11.0	8.5
45 and over	10.4	7.9
Salary Groups	1966 %	1967 %
Under \$3,000	38.4	22.1
\$3,000 - \$3,499	33.2	33.2
\$3,500 - \$3,999	16.8	21.7
\$4,000 - \$4,999	11.5	11.8
\$5,000 and over	10.0	9.3

# DISTRIBUTION OF SEPARATIONS

BY TYPE:			BY SEX:		
1966			1966		
No.	%	No.	No.	%	No.
Resignation	70.5	5,146	3,793	54.7	3,534
Dismissal	5.6	309			52.9
Superannuation	4.6	393	1,617	23.3	1,555
Retirement	2.4	173	1,524	22.0	1,592
Death	3.1	244			23.8
Transfer to another Public Service Jurisdiction					
	13.8	416	6,934	100.0	6,681
TOTAL:	100.0	6,681			100.0

BY TYPE AND SEX:			Females		
			Single	Married	TOTAL
Types	Males				
Resignation	2,404		1,324	1,418	5,146
Dismissal	187		90	32	309
Superannuation	294		56	43	393
Retirement	119		35	19	173
Death	209		17	18	244
Transfer to another Public Service Jurisdiction					
	321		33	62	416
TOTAL:	3,534		1,555	1,592	6,681

BY AGE:			BY SALARY:		
1966			1966		
No.	%	No.	No.	%	No.
Age Intervals			Salary Intervals		
Under 25	31.0	2,435	Under \$3,000	7.3	128
25 - 34	24.4	1,738	\$3,000 - \$3,499	28.6	1,132
35 - 44	16.2	894	\$3,500 - \$3,999	19.1	1,621
45 and over	28.4	1,614	\$4,000 - \$4,999	20.9	1,817
			\$5,000 and over	24.1	1,983
TOTAL:	100.0	6,681	TOTAL:	100.0	6,681

1967			1967		
No.	%	No.	No.	%	No.
Resignation	77.0	5,146	3,793	54.7	3,534
Dismissal	4.6	309			52.9
Superannuation	5.9	393	1,617	23.3	1,555
Retirement	2.6	173	1,524	22.0	1,592
Death	3.7	244			23.8
Transfer to another Public Service Jurisdiction					
	6.2	416	6,934	100.0	6,681
TOTAL:	100.0	6,681			100.0

# DISTRIBUTION OF SEPARATIONS

BY TYPE:			BY SEX:		
1966			1967		
No.	%	No.	No.	%	No.
Resignation	70.5	5,146	3,793	54.7	3,534
Dismissal	5.6	309	1,617	23.3	1,555
Superannuation	4.6	393	1,524	22.0	1,592
Retirement	2.4	173			
Death	3.1	244			
Transfer to another Public Service Jurisdiction					
	13.8	416	6,934	100.0	6,681
TOTAL:	100.0	6,681			100.0

BY TYPE AND SEX:			BY SALARY:		
1966			1967		
Males			1966		
No.	%	No.	No.	%	No.
Under \$3,000	36.4	2,435	503	7.3	128
\$3,000 - \$3,499	26.0	1,738	1,980	28.6	1,132
\$3,500 - \$3,999	13.4	894	1,328	19.1	1,621
\$4,000 - \$4,999	24.2	1,614	1,450	20.9	1,817
\$5,000 and over	100.0	6,681	1,673	24.1	1,983
TOTAL:	100.0	6,681	6,934	100.0	6,681

BY TYPE AND SEX:			BY AGE:		
1966			1967		
Males			1966		
No.	%	No.	No.	%	No.
Under 25	31.0	2,152	2,152	31.0	1,966
25 - 34	24.4	1,695	1,695	24.4	1,121
35 - 44	16.2	1,121	1,121	16.2	956
45 and over	28.4	1,966	1,966	28.4	6,934
TOTAL:	100.0	6,934	6,934	100.0	6,934

BY TYPE AND SEX:			BY AGE:		
1966			1967		
Males			1966		
No.	%	No.	No.	%	No.
Under 25	36.4	2,435	2,152	31.0	1,966
25 - 34	26.0	1,738	1,695	24.4	1,121
35 - 44	13.4	894	1,121	16.2	956
45 and over	24.2	1,614	1,966	28.4	6,934
TOTAL:	100.0	6,681	6,934	100.0	6,934

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Retirement	2.4	173			
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Transfer to another Public Service Jurisdiction					
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TOTAL:	100.0	6,681			100.0

BY TYPE AND SEX:			BY SALARY:		
1966			1967		
Males			1966		
No.	%	No.	No.	%	No.
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\$3,000 - \$3,499	26.0	1,738	1,980	28.6	1,132
\$3,500 - \$3,999	13.4	894	1,328	19.1	1,621
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\$5,000 and over	100.0	6,681	1,673	24.1	1,983
TOTAL:	100.0	6,681	6,934	100.0	6,681

BY TYPE AND SEX:			BY AGE:		
1966			1967		
Males			1966		
No.	%	No.	No.	%	No.
Under 25	31.0	2,152	2,152	31.0	1,966
25 - 34	24.4	1,695	1,695	24.4	1,121
35 - 44	16.2	1,121	1,121	16.2	956
45 and over	28.4	1,966	1,966	28.4	6,934
TOTAL:	100.0	6,934	6,934	100.0	6,934

BY TYPE AND SEX:			BY AGE:		
1966			1967		
Males			1966		
No.	%	No.	No.	%	No.
Under 25	36.4	2,435	2,152	31.0	1,966
25 - 34	26.0	1,738	1,695	24.4	1,121
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TOTAL:	100.0	6,681	6,934	100.0	6,934

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BY TYPE:			BY SEX:		
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No.	%	No.	No.	%	No.
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Superannuation	4.6	393	1,524	22.0	1,592
Retirement	2.4	173			
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Transfer to another Public Service Jurisdiction					
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TOTAL:	100.0	6,681			100.0

BY TYPE AND SEX:			BY SALARY:		
1966			1967		
Males			1966		
No.	%	No.	No.	%	No.
Under \$3,000	36.4	2,435	503	7.3	128
\$3,000 - \$3,499	26.0	1,738	1,980	28.6	1,132
\$3,500 - \$3,999	13.4	894	1,328	19.1	1,621
\$4,000 - \$4,999	24.2	1,614	1,450	20.9	1,817
\$5,000 and over	100.0	6,681	1,673	24.1	1,983
TOTAL:	100.0	6,681	6,934	100.0	6,681

BY TYPE AND SEX:			BY AGE:		
1966			1967		
Males			1966		
No.	%	No.	No.	%	No.
Under 25	31.0	2,152	2,152	31.0	1,966
25 - 34	24.4	1,695	1,695	24.4	1,121
35 - 44	16.2	1,121	1,121	16.2	956
45 and over	28.4	1,966	1,966	28.4	6,934
TOTAL:	100.0	6,934	6,934	100.0	6,934

BY TYPE AND SEX:			BY AGE:		
1966			1967		
Males			1966		
No.	%	No.	No.	%	No.
Under 25	36.4	2,435	2,152	31.0	1,966
25 - 34	26.0	1,738	1,695	24.4	1,121
35 - 44	13.4	894	1,121	16.2	956
45 and over	24.2	1,614	1,966	28.4	6,934
TOTAL:	100.0	6,681	6,934	100.0	6,934



# SEPARATIONS

REASONS	Regular	Probationary	Males	Single Females	Married Females	1967 TOTAL No.	1967 TOTAL %	1966 TOTAL No.	1966 TOTAL %
Resignation	2,115	3,031	2,404	1,324	1,418	5,146	77.0	4,893	70.5
Dismissal	44	265	187	90	32	309	4.6	385	5.6
Superannuation	267	126	294	56	43	393	5.9	318	4.6
Retirement	92	81	119	35	19	173	2.6	168	2.4
Death	199	45	209	17	18	244	3.7	214	3.1
Transfer to another public service jurisdiction	269	147	321	33	62	416	6.2	956	13.8
TOTAL:	2,986	3,695	3,534	1,555	1,592	6,681	100.00	6,934	100.0



**PER CAPITA YEARLY ABSENCE\***  
**IN DAYS — WITH PAY — DUE TO ILLNESS**  
**FOR THE CALENDAR YEAR**

<b>DEPARTMENTS</b>	<b>1966</b>	<b>1967</b>
Agriculture and Food	4.92	4.68
Attorney General	7.32	8.16
Provincial Police	4.44	4.32
Centennial Centre of Science and Technology	—	3.84
Civil Service	8.16	7.80
Economics and Development	7.32	6.84
Education	5.28	5.88
Energy and Resources Management	6.36	7.80
Financial and Commercial Affairs	—	8.16
Health	8.28	8.16
Hospitals	9.72	9.36
Highways	10.44	10.08
Labour	8.76	7.68
Lands and Forests	5.76	6.12
Mines	7.56	8.40
Municipal Affairs	7.80	9.12
Prime Minister	5.40	4.44
Provincial Auditor	6.24	7.32
Provincial Secretary and Citizenship	11.16	11.40
Public Works	11.28	10.80
Reform Institutions	6.96	6.96
Reformatories and Jails	9.48	8.76
Social and Family Services	7.80	8.40
Tourism and Information	8.04	7.08
Transport	9.36	8.88
Treasury	9.96	10.32
University Affairs	10.80	9.48
<b>ENTIRE SERVICE</b>	<b>8.64</b>	<b>8.40</b>

\*Covered by attendance credits.

## STAFF IN THE BARGAINING UNIT

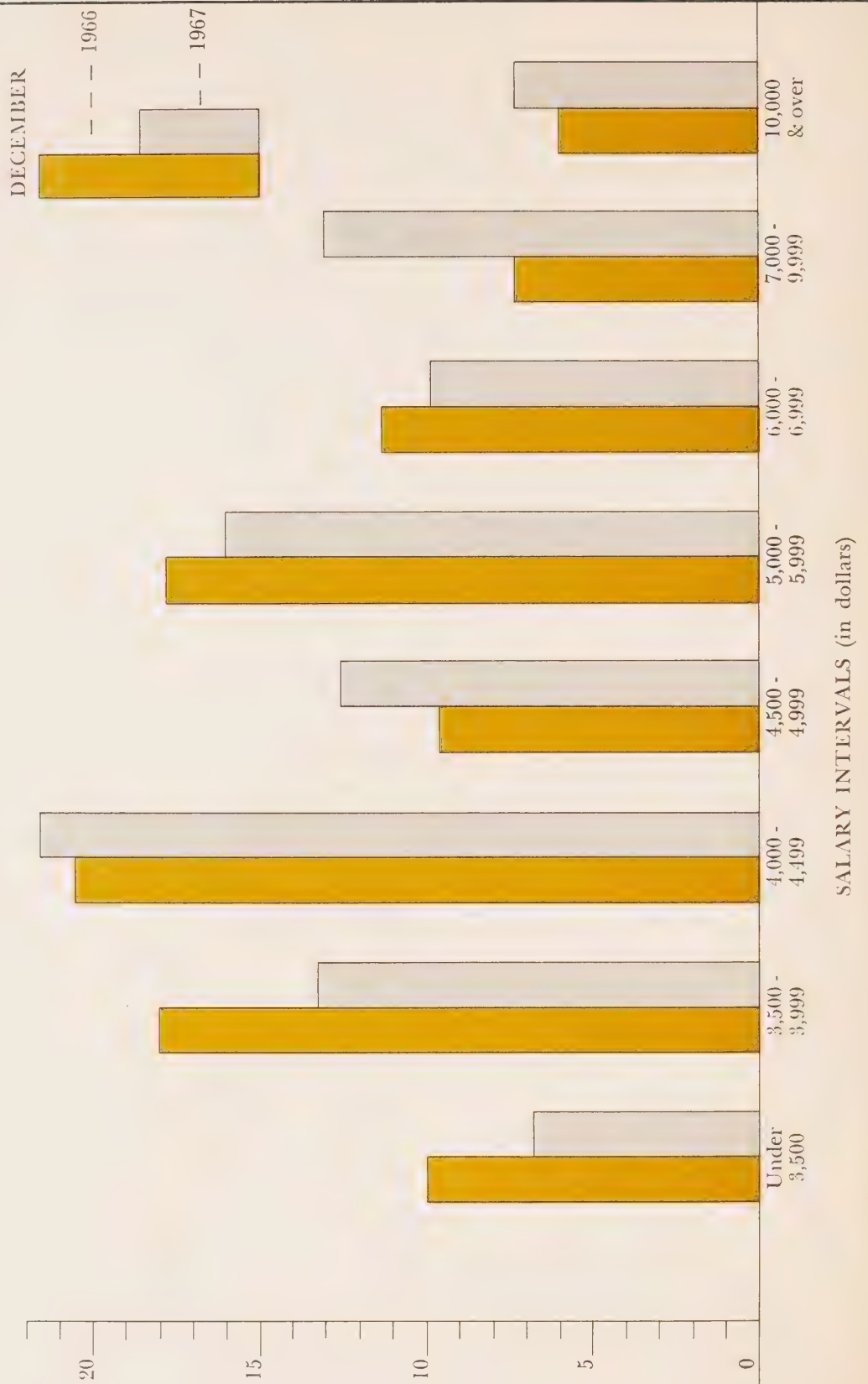
Departments	Total Staff December 31, 1967	Excluded from C.S.A.O. Bargaining Unit		Included in C.S.A.O. Bargaining Unit	
		No.	%	No.	%
Agriculture & Food	1,207	138	11.4	1,069	88.6
**Attorney General	1,595	200	12.5	1,395	87.5
Civil Service	164	45	27.4	119	72.6
*Economics & Development	594	50	8.4	544	91.6
Education	2,496	212	8.5	2,284	91.5
Energy and Resources Management	169	24	14.2	145	85.8
*Financial and Commercial Affairs	253	12	4.7	241	95.3
Health	16,373	540	3.3	15,833	96.7
***Highways	10,496	230	2.2	10,266	97.8
Labour	854	51	6.0	803	94.0
Lands & Forests	2,619	372	14.2	2,247	85.8
Lieutenant Governor	2	2	100.0	—	—
Mines	292	67	22.9	225	77.1
Municipal Affairs	355	38	10.7	317	89.3
Prime Minister	27	14	51.9	13	48.1
Provincial Auditor	89	32	36.0	57	64.0
Provincial Secretary & Citizenship	445	36	8.1	409	91.9
Public Works	1,617	146	9.0	1,471	91.0
Reform Institutions	2,577	321	12.5	2,256	87.5
Social and Family Services	987	58	5.9	929	94.1
Tourism and Information	343	22	6.4	321	93.6
Transport	1,267	58	4.6	1,209	95.4
*Treasury	1,550	168	10.8	1,382	89.2
University Affairs	49	4	8.2	45	91.8
TOTAL	46,420	2,840	6.1	43,580	93.9

\*Changes in organizational structure not complete.

\*\*OPP — separate bargaining unit.

\*\*\*Highways — partially determined.

# PERCENTAGE DISTRIBUTION OF CIVIL SERVICE STAFF BY SALARY RANGES



# ONTARIO CIVIL SERVICE

## CIVIL SERVICE ENROLMENT:

Year	Enrolment December 31	Year's Increase	
		No.	%
1964	41,415	—	—
1965	43,141	1,726	4.2
1966	45,867	2,726	6.3
1967	50,507	4,640	10.1

## APPROXIMATE ANNUAL PAYROLL:

(in millions of dollars)

Year	Payroll December 31	Year's Increase	
		Amount	%
1964	189.5	—	—
1965	214.7	25.2	13.3
1966	247.0	32.3	15.0
1967	296.2	49.2	19.9

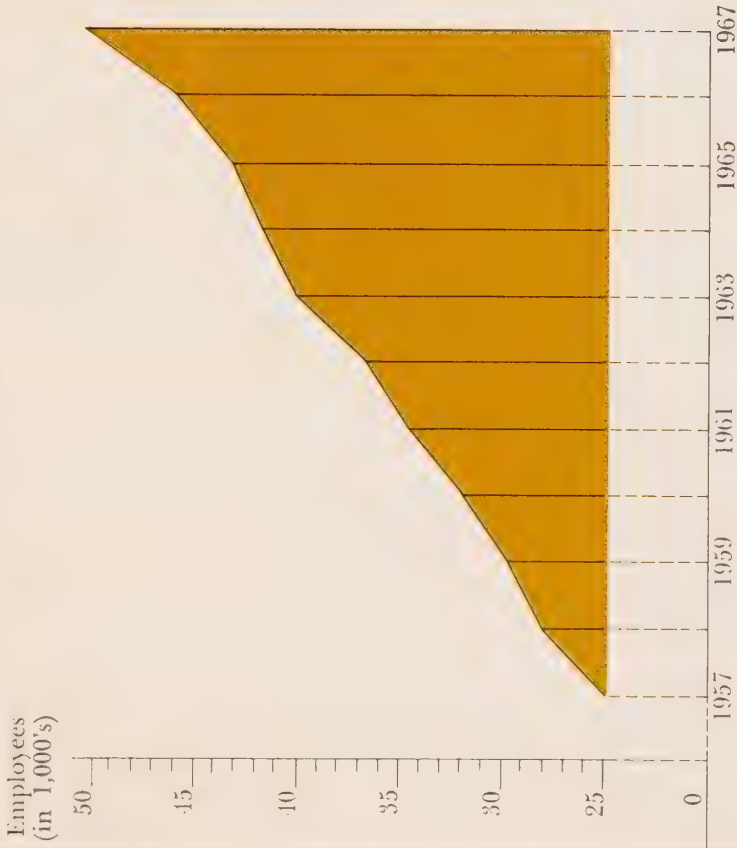
## AVERAGE ANNUAL SALARY:

(in dollars)

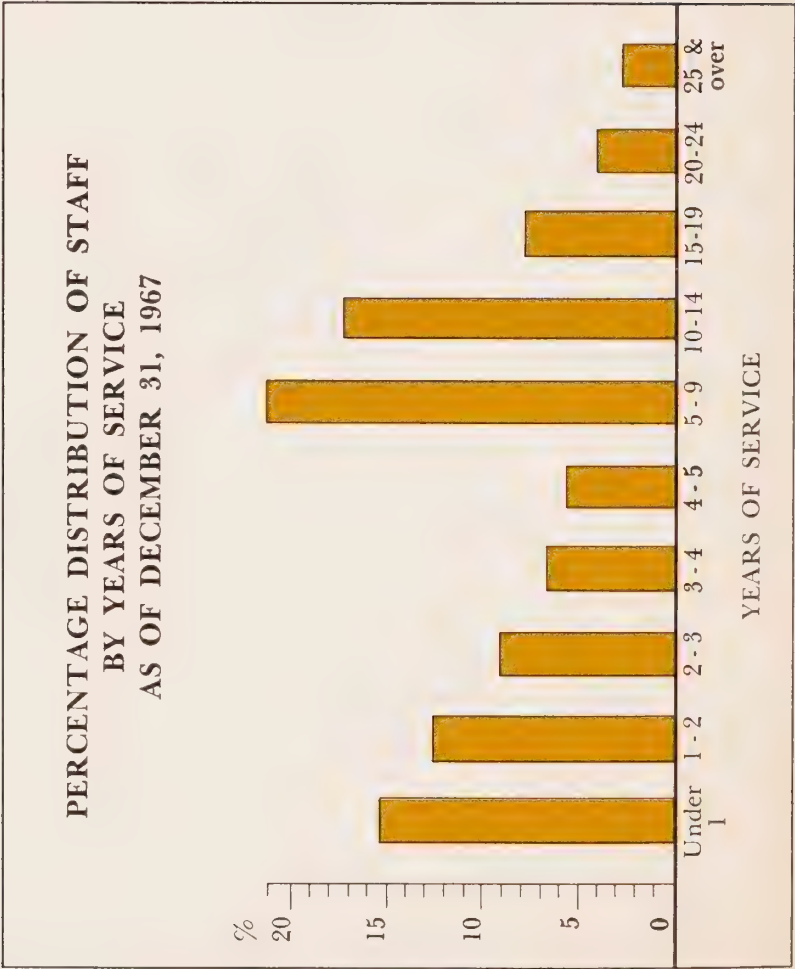
Year	Average Salary December 31	Year's Increase	
		Amount	%
1964	4,575	—	—
1965	4,978	403	8.8
1966	5,386	408	8.2
1967	5,865	479	8.9

## TREND OF CIVIL SERVICE ENROLMENT

1957-1967



PERCENTAGE DISTRIBUTION  
OF STAFF BY AGE GROUPS  
DECEMBER 31, 1967



**PERCENTAGE OF STAFF  
UNDER 25 YEARS OF AGE  
1960 - 1967**

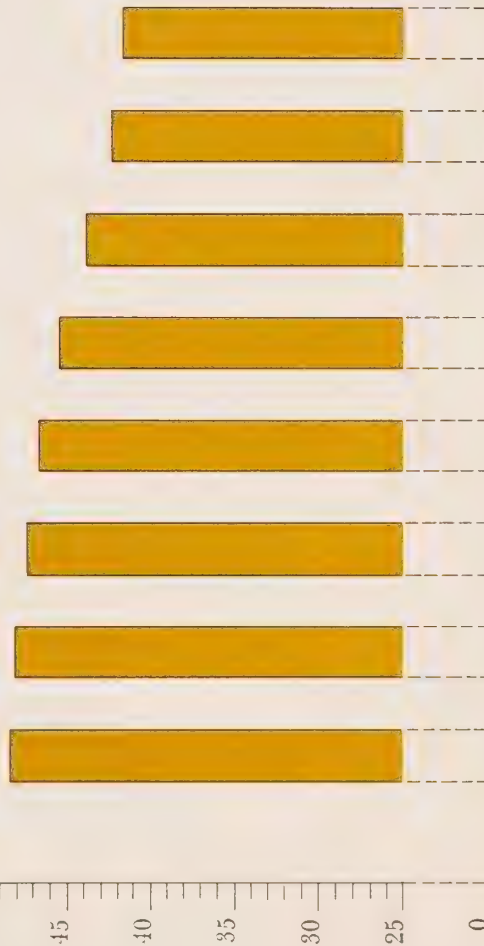
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20  
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1960 1961 1962 1963 1964 1965 1966 1967

**PERCENTAGE OF STAFF  
IN THE 25 - 44 AGE GROUP  
1960 - 1967**

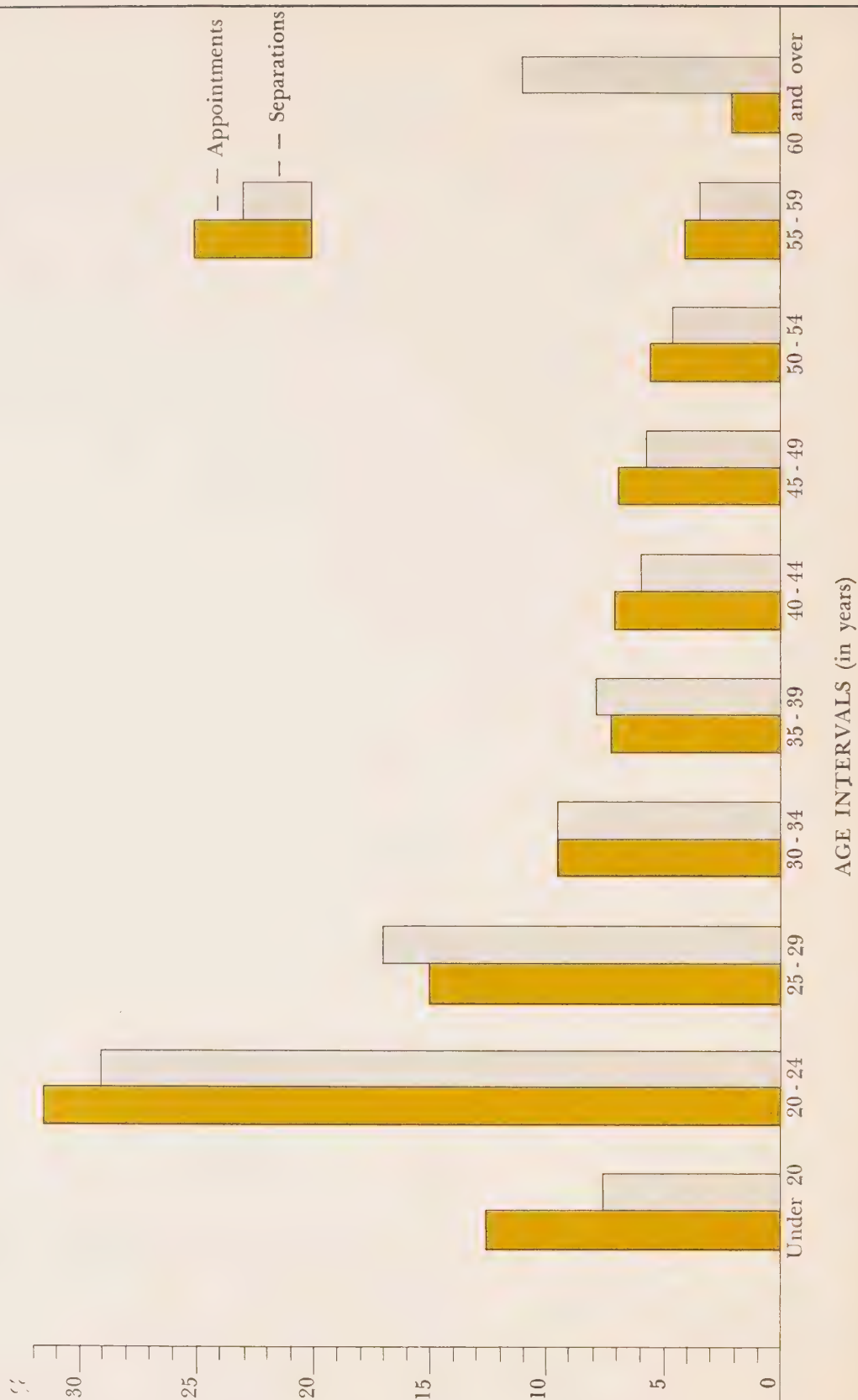
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1960 1961 1962 1963 1964 1965 1966 1967





# PERCENTAGE DISTRIBUTION OF APPOINTMENTS AND SEPARATIONS BY AGE GROUPS IN 1967



PERCENTAGE DISTRIBUTION  
OF  
APPOINTMENTS AND SEPARATIONS  
BY  
SALARY RANGES  
IN  
1967



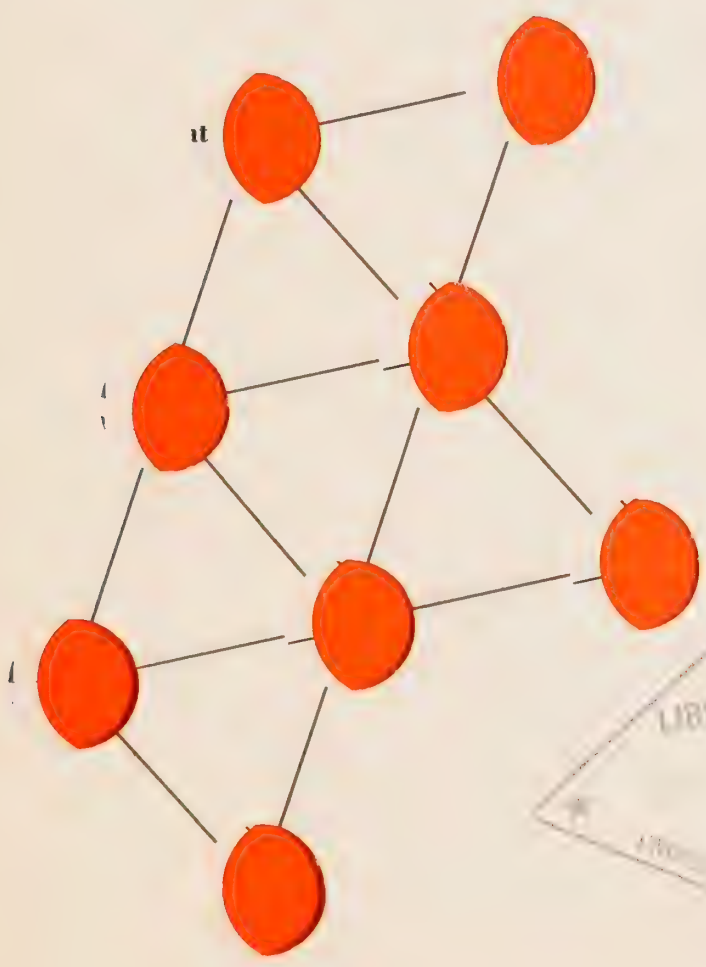




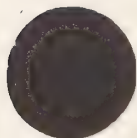


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Education

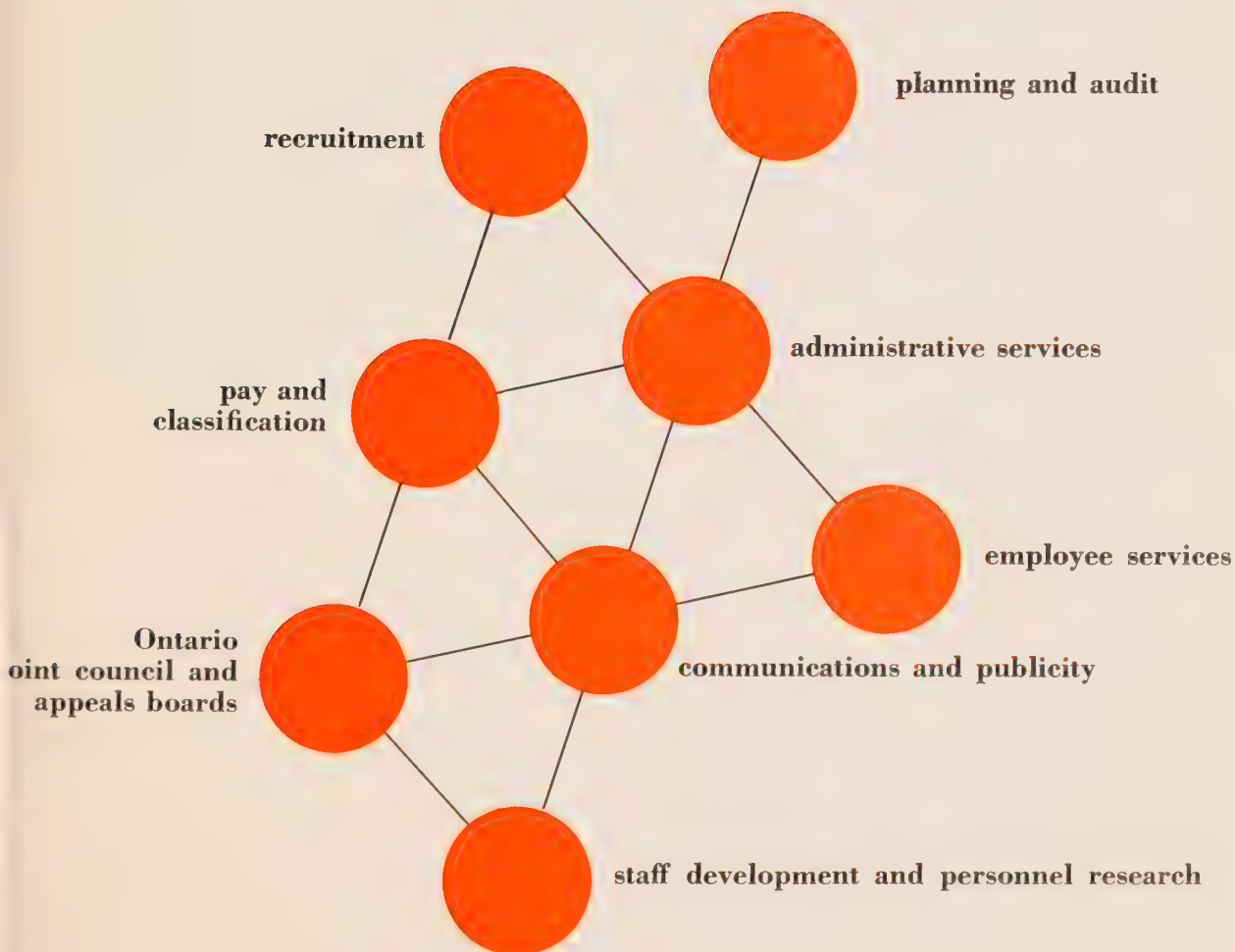








Government  
Publications

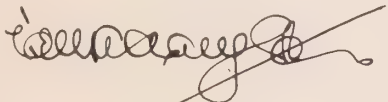




His Honour,  
The Lieutenant Governor of the  
Province of Ontario.

May it please your Honour:

The undersigned respectfully presents the annual  
report of the Civil Service Commission of Ontario  
for the year ended December 31, 1968.



Charles MacNaughton  
Treasurer of Ontario and  
Minister of Economics

The Honourable Charles MacNaughton  
Treasurer of Ontario and Minister of Economics

Sir:

I am pleased to forward to you the annual report of the  
Department of Civil Service for the year ended December  
31, 1968.



D. J. Collins  
Chairman, Civil Service Commission  
and Deputy Minister,  
Department of Civil Service

# directory as of december 31, 1968

Minister to whom the Commission reports .....Hon. C. S. MacNaughton  
Treasurer of Ontario and  
Minister of Economics

## *Civil Service Commission*

Chairman .....D. J. Collins  
Commissioner .....J. S. Yoerger  
Commissioner .....A. T. C. McNab  
Secretary .....Mrs. K. H. Mitchell

## *Department of Civil Service*

Deputy Minister .....D. J. Collins  
Executive Directors .....D. N. Omand  
.....H. Copland  
Administrative Services .....H. F. Goss  
Recruitment .....Mrs. E. M. McLellan  
Staff Development and Personnel Research .....S. Davidovich  
Pay and Classification Standards .....K. W. Skelton  
Planning and Audit .....M. L. Jeffery  
Communications and Publicity .....J. Busby  
Employee Services .....G. M. Patrick

## *Ontario Joint Council*

Chairman .....A. R. Dick, Q.C.  
Government Representatives .....R. Johnston  
.....Mrs. E. J. Etchen  
.....H. Copland  
  
Civil Service Association Representatives .....H. Bowen  
.....G. T. Gemmell  
Secretary .....N. Phelps

## *Public Service Grievance Board*

Chairman .....Professor R. Presgrave  
Members .....D. A. Crosbie  
.....Mrs. D. M. Hinchey  
.....D. Y. Lewis  
.....Mrs. Elizabeth Smith  
.....F. E. Wood  
Secretary .....N. Phelps

## *Public Service Classification Rating Committee*

Chairman .....Professor R. Presgrave  
Members .....Mrs. D. M. Hinchey  
.....Mrs. Elizabeth Smith  
Secretary .....N. Phelps

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# this is what we do!

Our prime concern is that the departments of the Ontario Government are staffed with the best qualified people to carry out the tasks assigned to them. So, we are concerned with people — over 55,000 employees and thousands of potential employees.

Through the Department of Civil Service, which is our administrative arm, we seek to obtain and retain the best people to fill the jobs we have in Ontario's Public Service.

Many vacancies which arise can be filled by recruiting from within the Ontario Public Service itself. Where this proves to be impossible, we have been successful in recruiting qualified people from business and industry, from universities and high schools.

To do this, and to ensure we have a satisfied effective work force, we must also be concerned with money. We strive to produce wage and salary administration plans to give our employees a fair day's pay for a fair day's work, and to keep our wages and salaries competitive with those paid by other good employers in the Province.

We are the focal point for personnel administration and personnel management, and we are concerned with our employees' needs. We encourage, initiate and develop training courses to meet these needs. Where we discover employees have problems, we have special counselling services.

To carry out these objectives, we derive our statutory authority from the Ontario Public Service Act, and we have a responsibility to recommend regulations designed to carry out the provisions of the Act.

To ensure conformity to these and to be constantly alert to situations arising in departments, the Department of Civil Service maintains an audit function employing operational audit techniques directed to problems in personnel administration.

First and foremost, we are a central service agency serving all operating departments of Government. Control which we exercise by virtue of the statute is designed to fit this concept of service to the Government.

**how this  
is done  
is outlined  
on the  
following  
pages . . .**

# **. . . by developing a career service**

The recruitment branch obtains good employees . . .

- by use of effective  
advertising programs
- by comprehensive interviews  
carried out  
by knowledgeable recruiters
- by continuous contact  
with professional associations  
and organizations

**recruitment**



**our first choice  
and our best source  
when jobs are  
to be filled . . .  
our present  
employees.**

Although the final hiring decision is not made by the recruitment branch, the branch is responsible for supplying suitable and highly qualified applicants to fill job vacancies in the various operating departments. This personnel recruitment service helps put qualified applicants in Ontario Public Service jobs.

Recruitment officers follow a program of functional specialization — with each officer a specialist in job families common throughout the service — e.g. engineering, accounting, social work, public relations, data processing. This allows for the consideration of applicants for more than one position by the recruiter — hence limiting the number of competitions and advertisements and accelerating placement of qualified people.

The special staffing program instituted to meet the expanding requirements of medical and hospital insurance services provided by the Ontario Government, was successfully concluded on August 31. This district recruitment office opened in September 1967, was closed when it became possible to integrate O.M.S.I.D. and H.I.R.B. recruitment into the regular branch program.

A major addition to the 1968 recruitment branch services was the institution of a special temporary help program which has already outgrown the clerical, stenographic and typing categories it was originally designed to fill.



## **we let them know . . . that there are job openings available**

The recruitment branch continues to operate a very successful internal recruitment or promotion program.

Opportunities in the clerical series, a highly successful program, continues to fill vacancies and promote from within the Ontario Public Service.

When a position opens within the government, and qualified civil servants are available for the job, a com-

## **that career counselling is available**

Career counselling is available to assist employees in their development within the terms of their own capacity, and career objectives. This service is carried out in collaboration and consultation with the staff of the personnel branches in government departments, as well as other agencies.

The career counselling service counselled 90 employees during 1968, an increase of about 25 percent over last year. Many employees were interested in furthering

## **that we are constantly aware of the number of employees required**

The primary objectives of the manpower planning section are:—

- a) To enable the recruitment branch to ensure that departmental and agency staff demands with respect to numbers, skills, levels, types and aptitudes may be met at the appropriate time and place.
- b) To provide information on the potential supply of personnel of various skills and education levels.

To carry out the second objective in 1968, the sec-

petition is set. The job opening is posted in every department and employees interested in promotion or transfer are encouraged to apply for the position.

In 1968 there were 3,675 promotions and transfers for Ontario Government employees within Metropolitan Toronto. A further 7,525 transfers/promotions were processed for employees outside Metro.

their education and training to equip themselves for future advancement. Others were interested in immediate prospects for advancement or relocation.

A further 114 interviews were conducted chiefly for interested applicants who were unfamiliar with the wide variety of opportunities available in the service. A large number of applicants were referred to current competitions.

tion completed a pilot project in career pattern analysis involving one group consisting of clerks, stenographers, receptionists, etc. (the GS6 group)

The experience and practical knowledge gained in the pilot project is being applied to other occupational groups in the administrative services category which may be more significant in terms of the function of the recruitment branch.



## filling so large an order in so little time

The temporary help program began as a planned experiment in economy. Its initial success was so spontaneous, that the program has outgrown its original intent and is now servicing a varied and growing list of occupations.

As a service to all departments of the government, the branch established a temporary help program. This allowed the department's use of extra staff to ease the work load at certain peak periods, mainly in the clerical, stenographic and typing areas.

The program went into operation March 1, 1968, experienced a short build-up phase and is now fully operational. The original intention of this program was to provide a staffing service to the departments only in the above fields. However, it has proved so successful that temporary help is now recruited for a wide variety of jobs including cooks, carpenters, labourers, drivers, welfare field workers, economists, draftsmen, computer

programmers, departmental accountants, bilingual editors, proofreaders and other areas where help is required for limited periods of time.

In the 10 month operational period in 1968, over 1,800 persons registered for temporary work. By the end of the year about 500 temporary positions were filled weekly. Temporary help filled 3,422 vacancies and salary paid to this group exceeded one million dollars. Sixty of the temporary employees have joined the permanent staff of the Ontario Government.

Number of temporary workers registered ..... 1,816

Number of orders from departments filled ..... 3,422

Total Salaries Paid ..... \$1,034,282.25

The Government Accounting Methods branch has calculated that the savings in the first 10 months on the above payroll are \$258,000.

It is estimated that the temporary help service is operating at savings of 25 percent over similar services if provided by private contractors.

The administrative costs of operating this service including employee salaries, benefits, maintenance, and costs allocated for services provided by the recruitment branch are 6.5 percent of payroll. It is expected the level of service can advance without a proportionate increase in administrative costs.

"In our opinion, the success of the Temporary Help Service of the Government of Ontario is evidenced by its rapid growth, and by the satisfied comments

of its clients. At a time when the policy of the government is to use all reasonable means at its disposal to reduce the costs of its operations, it can look with pride to this practical application of such policy."

(Government Accounting Methods branch)

Although the operation is centered mainly in Metropolitan Toronto, vacancies have been filled in Oakville and Brampton.

The program has also been well received outside the government. Canada Manpower, in its desire to supply staff for this program, has appointed a liaison officer who screens, interviews and refers applicants to us. The liaison officer is also responsible for all the radio, T.V. and newspaper advertising done by them on our behalf. Canada Manpower has made their Metro offices available to the branch for interviewing purposes. Brampton and Oakville offices have given excellent co-operation when temporary staff is required in those areas.

Staff for this service is also supplied by the Bell Telephone Pioneer Association (the retired group) who have referred excellent people to us and have co-operated to such a degree that they will train their own group on newer or different switchboards if necessary. We also borrow staff from industry and other government groups.

All departments and Crown agencies to whom it is available are now using our services and the reports have been excellent.




**we're after the best people  
from business, industry,  
universities and high  
schools . . .**

In 1968 some people were attracted to the Ontario Public Service by enticing ads placed in subways, buses, and consumer magazines. Others responded to placement ads appearing in the daily newspapers. Still others decided that the Ontario Government could offer them successful and rewarding careers, so they applied in writing or dropped into the office.

Yet another group were recruited by a team of experienced recruiters, who visited universities, high schools and other educational centres.

The 1968 external recruitment program designed to streamline the job of bringing top people into the Ontario Public Service was carried out.





## **... by recruiting top university graduates**

During the recruiting year approximately 400 university students were interviewed and 113 of these were hired. More students requested interviews this year, and the majority were familiar with the positions available within the Ontario Government. This eliminated time-consuming career counselling.

Personnel from the operating departments continued to help with on-campus interviewing. Pre-interview briefing sessions were conducted to familiarize departmental personnel with the general recruitment picture, job opportunities, starting salaries. This policy simplified follow-up processes, allowing the government to make early offers to selected candidates.

Some departments with specialized needs continued to operate separate university recruiting programs. Departments interested in graduates from Colleges of Applied Arts and Technology (CAAT) arranged their own interviews on selected campuses. Ten CAAT graduates were hired. The administrative trainee program for university graduates was again well received. Five students began training in the program this year.

A new area explored by the university recruitment officer involved salaries for summer students. At the request of the Treasury Board, a committee was formed to find ways and means of determining a general salary policy for university summer students. Representatives from operating departments and the recruitment branch formed the committee to recommend acceptable salary rates of pay for summer students.

## **... by recruiting high school graduates into the service**

The high school program was expanded to include more school visits and tours as well as several special radio and T.V. appearances by the high school liaison officer. Classroom talks about interviews generally and employment opportunities within the Ontario Public Service helped to strengthen the link between high schools and the government. These topics were also the basis for a special interview appearance on the television show "AFTER FOUR" — a program aimed at the teenage audience.

Discussions were held with approximately 80 public and secondary school teachers taking the Department of Education's Intermediate Guidance Certificate course. Participation in career days and school assemblies in cities throughout the province was another method used to direct high school graduates towards careers within the Ontario Public Service.

In 1968 the Ontario Government again participated in work experience weeks. This program allowed approximately 100 high school students in the four year program an opportunity to work in an office setting in one of the departments. These students were also given a tour of the Legislative Assembly so they could see the relationship between parliament and the Public Service. Another 350 students toured the legislature and saw departmental branches in action. The tours were aimed at students who intended to join the work force after high school.

Special testing sessions were held for students interested in permanent employment with the Ontario Public Service. With the government's current cut-back in clerical hiring the number of students taken on staff (approx. 250-300) was lower than in 1967. Many high school students are now entering community colleges — a planned recruitment area in 1969.

## ... by obtaining highly skilled personnel through testing

Tests now in use measure clerical aptitude, knowledge and performance. All other tests have been discontinued unless validated for the job, or set by a department for a specific job.

Test results are considered only after the department has made its personnel selection by normal recruitment methods. Then results are not given as pass or fail ratings, but are used as an additional assessment of the candidate.

Tests where applicable are given to persons applying for both temporary and full time employment.

### Testing Program Statistics — 1968 —

#### Total Number of People Tested

	1968	1967
Main Office	7,345	6,877
Downsview	841	1,207
OMSID	475	936
Outside Metro Toronto	332	252
	<hr/> 8,993	<hr/> 9,272

#### Total Number of Individual Tests Given

1968	1967
15,847	18,050

#### Pass and Fail Percentages

Clerical Battery		1968	1967
1. (a) (clerk 1-3)	TOTAL	2,882	2,788
		<hr/> 68% Pass 32% Fail	<hr/> 57% Pass 43% Fail
(b) (clerical battery at OMSID)	TOTAL	471	855
		<hr/> 63% Pass 37% Fail	<hr/> 69% Pass 31% Fail
Shorthand Tests	TOTAL	1,589	1,182
		<hr/> 62% Pass 38% Fail	<hr/> 61% Pass 39% Fail
Typing Tests	TOTAL	4,113	2,923
		<hr/> 63% Pass 37% Fail	<hr/> 65% Pass 35% Fail

### Other Tests

#### 1. Specific competitions

Seven hundred and one (701) people wrote test batteries for a variety of positions in the administrative, inspectional and social service classes.

#### 2. Individual knowledge or performance tests

Five hundred and ninety-six (596) people wrote tests such as the engineering aide test, written dictaphone, keypunch performance, etc.

## ... by pre-screening applicants who "happen-in"

The increase in "walk-in" applicants to the Toronto recruitment office in 1968 necessitated the appointment of another screener in late March.

With two screeners the waiting period for job applicants was shortened, and the actual interview time was lengthened allowing the screener more time to determine whether an applicant should be booked for a test, or referred to a recruitment officer. This decision is made on the basis of the interview and biographical data.

Departments now work closely with the pre-screener, booking appointments for persons they feel may be suitable for employment.

Detailed records of all walk-in applicants are kept and can be referred to immediately. The two pre-screeners reviewed all general unsolicited letters and applications mailed to the branch, and with their knowledge of existing vacancies dealt with them accordingly.

### 1968 Pre-screening Statistics

Applicants pre-screened .....	11,108
Referred for interview without testing .....	381
Referred for testing .....	5,009
Failed to report for test .....	1,213
Referred for interview after testing .....	2,529



## **pay and classification**

**... by classifying jobs  
and paying employees  
according to  
current standards**

**It's easy to say a day's pay  
for a day's work  
—but who's to decide  
what a day's work is really worth.  
How much more should  
a college graduate  
be paid than a secretary?  
What's the price for brain power  
as opposed to muscle power?**

The department's classification section is responsible for evaluating and classifying positions for pay purposes according to current class standards and for defining, revising and maintaining these standards. The section

also checks classification decisions made by the departmental classification officers under delegated authority. Officers investigate classification grievances and where they cannot be resolved, prepare and present the management case before the classification rating committee.

Hand in hand with the classification decision is the question of salary and wages. This question is handled by the pay research section which acquires, analyzes, and interprets total compensation data used as a basis for determining pay ranges and fringe benefits. This information is used also for recommendations to the Civil Service Commission relating to the management classes and to advise the staff relations branch of the Treasury Board with regard to the bargaining unit classes. In addition, the section determines the appropriate pay rates for new classes established under normal maintenance conditions.

## **from policy to pay cheque classification transactions**

During 1968, 9,268 positions were evaluated and classified. Of these 2,875 were classified in the operating departments under delegated authority. Of the remaining, 107 cases were returned for further consideration since the allocations were questionable.

Classification staff worked closely with the Departments of Correctional Services and the Attorney General, to evaluate and classify positions in connection with the entry into the Ontario Public Service of approximately 2,850 persons from the outside administration of justice offices and the jails.



## hearing classification grievances

The branch continued the policy of having every classification grievance investigated by a classification officer at the earliest possible stage. The beneficial results of this policy are indicated, not only by our improved presentation of those cases reaching the committee, but also by the resolution of 27 grievances before being referred for a committee hearing. Some 17 others are either currently under investigation or are awaiting the grievor to decide if the matter should proceed to the hearing stage.

## keeping abreast of the wage market

Three major wage and salary surveys were conducted to obtain background information for the review of pay rates for selected classes in the social services, general services and law enforcement categories. These surveys involved an extensive study of rates paid social workers, nurses, and occupational therapists employed by private and public agencies throughout the province, as well as the rates being paid municipal police and fire department personnel.

At the year's end, statistical reports on the survey findings had been prepared or were underway, for use in pay determination and negotiations. Selected studies, dealing with rates paid professional engineers, computer programmers, and teaching personnel were conducted during the year. A study of a selected number of fringe benefit items was carried out early in 1968 through a survey of some 33 industrial and commercial organizations in the province.

## standards section

In 1968 this section was primarily involved in the first pilot project for the occupational group development program. This entailed a detailed analysis of the existing classification and related personnel systems in

the management services group, which covers technical positions in the data processing and systems fields.

This project involved the development and testing of a new, specialized, quantitative job evaluation system. When adopted, the new management services officer 1 to 9 series will replace approximately 30 existing classifications, and will provide a single flexible job evaluation system, which will be used as a model for the development of other systems.

The results of this study have also indicated the degree of interdependency of existing personnel systems and have identified some problem areas. Several parallel research projects have been undertaken regarding improved personnel systems which can be combined with the new series and tested on a working model.

## keeping in the know

The function of the technical training section is to provide skills and knowledge training in the technical field of wage and salary administration. Courses are provided for both line supervisors and personnel staffs and are held in various centres throughout the province in order to cover the most number of applicants.

During 1968, the following courses were conducted:

Position Analysts' course (2 weeks)

— 2 courses — 25 participants

Position Classification Indoctrination course (3 days)

— 3 courses — 38 participants

Wage and Salary seminar for senior personnel officers (3 days)

— 1 course — 18 participants

Position Analysis course for supervisors (5 days)

— 19 courses — 250 participants

Wage and Salary seminar for managers (3 days)

— 1 course — 12 participants

## **salaries are constantly reviewed**

**In 1968 classes were being phased  
into a new review schedule  
based on the occupational  
grouping structure  
established in 1967  
as a more rational basis  
for salary administration.  
Consequently, the branch  
dealt with an abnormally large  
number of classes.**

## **social services category**

The majority of classes in this occupational category were subject to review as of July 1, 1968. Approximately 69 classes covering 2,975 employees in the bargaining unit were under review. Negotiations, mediation and arbitration took place on the bargaining unit classes between July and December. At year end, the award of the Civil Service arbitration board was not handed down, although it was expected early in 1969. Increases awarded would be retroactive to July 1, 1968 with rates of pay to remain in force until July 4, 1970, the next scheduled review date. Related management classes would be dealt with following the award with the same effective date and term applying to any new rates of pay.

The remaining bargaining unit classes, some 42 in number covering approximately 339 employees were covered by an earlier arbitration award handed down in May. Increases for these classes were approximately 8 percent over 21 months from an effective date of October 1, 1967. Adjustments were in two stages with increases of approximately 4 percent on October 1, 1967 and October 1, 1968. The next review of these particular classes will be June 30, 1969 with a one-year term to expire on July 4, 1970.



## **operational category**

Approximately 22,665 employees in 305 bargaining unit classes in this category had their rates of pay reviewed during the year. Increases ranged from 20 to 30 percent for a three year period from January 1, 1968. Adjustments were effective in three stages: January 1, 1968, January 1, 1969 and January 1, 1970. Management classes received comparable increases over the same time period. The next review of this category is scheduled for January 1, 1971.

## **administrative category**

Rates of pay for approximately 128 bargaining unit classes covering some 2,164 employees were reviewed during the year. Increases ranged from 8 to 16 percent on effective dates of October 1, 1967 and January 1, 1968. The amount of increase was divided into two stages, with the second part of the increase amounting to approximately 4 percent effective on either October 1, 1968 or January 1, 1969. All classes in the category are scheduled for further review on October 1, 1969.

## **scientific and technical services category**

About 258 bargaining unit classes, covering some 10,030 employees had their rates of pay reviewed. Increases for these classes ranged from 8 to 16 percent and were effective October 1, 1967 or January 1, 1968. Increases were divided into two stages with subsequent revisions of about 4 percent effective on October 1, 1968 or January 1, 1969. Related management classes in the category received similar increases on the same effective dates and for the same time period once adjustments were announced for bargaining unit classes. The entire category is subject to review on October 1, 1969.

## **general services category**

Some 147 bargaining unit classes covering approximately 12,575 employees were under review during 1968. For the majority of classes increases were effective January 1, 1968 and January 1, 1969. Adjustments over the two year term ranged between 10.5 and 15 percent, with 4 percent of the adjustment coming into effect on January 1, 1969. Related management classes in the category received comparable increases as of the same dates and for the same period of time. The next scheduled review of the category is January 1, 1970.

## **law enforcement category**

Classes in this category, covering primarily positions in the Ontario Provincial Police, were subject to review at year end. During December, negotiations had commenced on nine classes covering some 3,400 employees, for new salary scales to come into effect on January 1, 1969.

## **senior positions**

During early 1968, a firm of management consultants submitted their report and recommendations regarding rates of pay for senior positions in Ontario's Public Service. Senior positions were restructured into a seven category system with salary ranges for each category. Adjustments in salary along with re-classifications were retroactive to October 1, 1967. The next review of these positions is scheduled for October 1, 1969.

## **employee benefits**

At year end, negotiations were underway on fringe benefit items such as vacations, sick leave, paid holidays, etc.





## **Ontario Joint Council and Appeals Boards**

**... by providing a medium  
for collective bargaining**

### **Ontario Joint Council**

Formed in 1963 under the provisions of The Public Service Act, the Ontario Joint Council is the medium of collective bargaining between the Civil Service Association of Ontario and the government. The council provides for negotiation, mediation, and arbitration of disputes on matters concerning terms of employment of Crown employees, including working conditions, remuneration, leaves and hours of work which are not excluded by the regulations.

Bargaining arrangements include employees of the Niagara Parks Commission, the Ontario Hospital Services Commission, the Ontario Water Resources Commission, the Colleges of Applied Arts and Technology, in addition to public servants, uniformed personnel of the Ontario Provincial Police and employees of the Liquor Licence and Liquor Control Boards.

The Ontario Joint Council is composed of a chairman who is not a member of council; three Crown employees recommended by Treasury Board; and three representatives recommended by the Civil Service Association of Ontario. All appointments are ratified by the Lieutenant Governor in Council.

During the year, five meetings were held. A successful mediation was completed for a three-year collective agreement covering the plant staff of the Ontario Water Resources Commission providing for salary increases and improvement in terms of employment.

The Civil Service arbitration board also awarded salary revisions for administrative and professional classes effective October 1, 1967, in addition to the cyclical review of salaries for maintenance, clerical, technical, institutional and certain inspectional classes retroactive to January 1, 1968.

At the year's end negotiations continued with respect to new rates of pay for certain employees in the social services category and proposed amendments to working conditions and terms of employment within the service, excluding salaries and fringe benefits.

### **appeals procedure**

The appeals procedure for the Ontario Public Service is divided into two parts. One part provides for appeals to the Public Service grievance board to arbitrate grievances in respect to terms of employment, working conditions, or discharge. Grievances thereunder are processed in three steps within the department. In the third or final departmental step, the deputy minister of the department in which the grievance originates institutes an investigation and renders his decision. If the grievor is not satisfied with the decision of the deputy minister, he may appeal to the Public Service grievance board.

The other part of the appeals procedure provides for appeals on matters of classification. Where there is a grievance that a position should be classified, or is improperly classified, the grievance is first presented to the immediate supervisor and then to the deputy minister of the department. If the person presenting the grievance is not satisfied with the decision of the deputy minister, he may present his case to the chairman of the Civil Service Commission, who directs the matter to the classification rating committee for a hearing.

## where grievances are heard

During the year the Public Service grievance board received 87 applications for hearing. Twenty-one of these grievances were withdrawn before hearing and 15 are pending.

The board convened 56 times with the result that 51 grievances were heard and the following decisions recorded:—

Decisions in favour of administration .. . . . . .	28
Decisions in favour of grievors .. . . . . .	16
Withdrawn after hearing .. . . . . .	3
Beyond jurisdiction of board .. . . . . .	3
Adjourned indefinitely .. . . . . .	1

Professor R. Presgrave continued as chairman. Mr. Frank E. Wood, O.B.E., secretary-treasurer and director of Ormiston Mining and Smelting Company; Mr. D. A. Crosbie, director of legal services, Department of Highways; and Mrs. D. M. Hinchey, personnel manager of Maclean-Hunter Publishing Company, Toronto, remained as members of the board. Responsibilities of office made it necessary for Mr. S. W. Clarkson, deputy minister of Trade and Development; and Mr. W. C. Alcombrack, Q.C., office of the legislative council, Department of Attorney General, to resign as members of the board.

Mr. D. Y. Lewis, executive director of administration and finance, Department of Public Works, joined the board February 1, 1968, and Mrs. Elizabeth Smith returned to the board. Mrs. Smith, who resigned last year to pursue studies towards a Master of Education degree, was reappointed effective March 1, 1968.

## classification rating committee

The chairman of the Civil Service Commission referred to the classification rating committee for hearing, a total of 58 grievances on matters of classification. Eleven were withdrawn before hearing. Of the 19 griev-

ances heard by the committee, 16 decisions supported the administration; two supported the grievors and one was beyond the jurisdiction of the committee. Thirty-two are pending.

Professor R. Presgrave, appointed September 1, 1966, continued as chairman of the classification rating committee and Mrs. D. M. Hinchey continued to serve as a member of the committee.

Mrs. Elizabeth Smith, who returned as a member of the Public Service grievance board, also agreed to serve as a member of the committee, effective March 1, 1968. The committee will continue to schedule hearings as frequently as possible to resolve cases currently pending.

Every effort will be made to program sufficiently in advance of the required time limits. This permits rescheduling if possible, in the event of postponements or withdrawals, reduces delays and inconvenience to a minimum, and ensures complete utilization of time available to the committee throughout the year.

## advisory councils

The Civil Service Commission is responsible for assisting departments in arranging for the election of members to councils and for making or amending regulations in respect of those councils.

Advisory departmental and branch councils are established or continued at the discretion of the deputy minister of each department. A departmental or branch council deals only with matters pertaining to its department or to local employees. These councils have an advisory function and make recommendations directed to the department on matters pertaining to the well-being of the department's employees.

The recommendations of a branch council are directed to the administrative head of the unit which the branch council serves, or to the department council; the recommendations of a departmental council are made to the deputy minister of the department.

## **... by ensuring conformity to standards through departmental audits**

**Years ago auditors  
dealt only with figures;  
today they also deal  
with people.  
They help resolve  
personnel problems.**

The administration of the 55,000-member Ontario Public Service is carried out in accordance with a central set of personnel policies, standards and procedures developed from the statutory authority of the Public Service Act. To ensure the correct application of these standards throughout all operating departments of the Ontario Public Service is the job of the planning and audit branch.

Auditors ensure conformity of standards by closely examining the organization of the departments and the programs in operation within the departments. They also assist line management and departmental personnel officers in resolving problems related to the application of central personnel agency standards and procedures.

In 1968, the increase in the number of employees, the advancement of technological procedures and the widening range of employees' qualifications necessitated many audits to ensure maintenance of standards.

To meet this need for audits in various branches and to expand the operational audit program into more branches, the work emphasis of the branch in the past year was on the training and development of audit personnel — with a consequent de-emphasis on the operational audit program.

In 1968 M. L. Jeffery was appointed branch director. Former director K. W. Skelton moved to the pay and classification branch as director.

An analysis of the 1968 operation further emphasized the apparent difficulty which exists in the establishment and maintenance of effective communications between the line managers and the staffs of the personnel branches in the departments audited. However, the results of follow-ups of completed audits and recommendations

**planning  
and audit**



made in past years, indicate some improvement in this situation.

The work of the branch continues to be divided into selected operational audits in various operating departments, and special assignments to investigate certain problems as requested by the chairman of the Civil Service Commission, or senior officials of the department.

### we examine the day-to-day operations in departments

The development of the operational audit approach has been well received by all levels of management in the departments selected for audit. The practice of constantly keeping the supervisors informed of the development and findings of the audit has led to an easy interchange of opinions and information with regard to proper personnel administration.

Six branch audits were completed — requiring the auditors involved to examine 563 positions reflective of 836 incumbents interviewed.

### operational audits 1968

Department	Branch	Completed	Positions Reviewed	Incumbents Interviewed
Tourism and Information	Tourist Industry Development Branch	Feb. 68	91	76
Health	Laboratories Branch	April 68	84	127
Education	Special Schools Branch	May 68	199	398
University Affairs	Accounts and Administrative Services Branch	May 68	5	25
Lands & Forests	Kemptville District	Sept. 68	86	69
Municipal Affairs	Municipal Organization and Administration Branch	Dec. 68	22	23
In Progress				
Municipal Affairs	Community Planning Branch		76	118
Energy and Resources Management	Conservation Authorities Branch			

### we work as “problem-solvers” for others too

Specific and general problems in various operating branches were brought to the attention of the planning and audit branch and were thoroughly investigated. The matter of payment for accumulated overtime was the subject of several investigations.

Studies in various problem areas usually require the auditor to deal with matters of interpretation and application of regulations as set out by the departmental personnel branches. The auditors deal with senior departmental officials in preparations of solutions to these problems.

Special assignment investigations frequently require the interviewing of large numbers of public servants in order to reach a conclusion as to the exact nature and extent of a problem area. Investigations may stretch from a few days to several weeks.



# special assignments 1968

Department or Agency	Branch	Month	Assignment
Health	O. H. Whitby		Investigation of numerous formal grievances—requiring detailed analysis of position administration in all departments of the hospital; at request of chairman, Civil Service Commission.
Correctional Services	Personnel	Jan. 68	Provision of technical assistance in regard to take-over of jails; at request of the department.
Transport	Vehicle Inspection Branch	March 68	Investigation of complaint with respect to position administration; at request of executive director.
Correctional Services	Administrative and Financial Services	April 68	To obtain background details of proposed reorganization; at request of executive director.
Correctional Services	Kawartha Lakes Training School	May 68	Check of application of custodial responsibility allowance; at request of executive director.
Civil Service	Delegated recruitment in Operating Departments	May 68	Check of recruitment practices in operating departments; routine follow-up in accordance with directive.
Centennial Centre of Science & Technology	Administration	Jan. 68	Investigation of position administration with respect to position of accountant and related positions; at request of executive director.
Education	Education Data Centre	May 68	Overtime of 20 incumbents; at request of chairman, Civil Service Commission.
Queen's Park	1. Legislative Services 2. Govt. Caucus Office	July 68	Studies of present practices and consideration of suggestions for changes; at request of chairman, Civil Service Commission.
Treasury	Finance and Economics	July 68	Overtime for two persons in data centre; at request of chairman, Civil Service Commission.
Highways	District No. 2 London Head Office Records	Aug. 68	Overtime for two persons; at request of chairman, Civil Service Commission.
Trade and Development	Administrative Services	Dec. 68	Overtime for one person; at request of chairman, Civil Service Commission.

**...by providing  
an informational  
base for personnel  
management  
decision**



**administrative  
services**

Personnel management in the Ontario Public Service, as elsewhere, requires a constant supply of current data. Each year the need grows in size and complexity. In 1968 the resources of the administrative services branch were used by the commission, the department and other departments and agencies.

Personnel information on each employee from appointment to separation is recorded and charted. A personnel resources system including data relevant to skills inventory, manpower utilization, personnel evaluation, job evaluation, pay research and the establishment of standards involves the maintenance of a great number and variety of data.

*Lending a helping "computerized" hand*

During 1968, the normal growth in the volume of data processed by this branch was increased by the results of negotiated and arbitrated settlements on salary revisions.

New computer equipment required the development of new programs and programmers at the off-site facility. Some of the services provided during the year were:

*to the Department of Civil Service —*

- i) Statistical services to various branches.
- ii) Varieties of data for pay research, personnel research, payroll and accounting.
- iii) Mailing services for competitions, Topic magazine, questionnaires, surveys, and other mailings.
- iv) Central records on Department of Civil Service training courses.

**Personnel data on more than  
100,000 present and past employees  
is stored on computer tape  
and disc facilities.  
Such data form the base  
for the complex analysis  
by management in its  
decision-making process.**



- v) Termatrix indexing facilities for recruitment and manpower studies.
- to other departments and agencies —*
- i) Data assistance on Benefacts survey; reports to departments on personnel trends and employee movements; and special requests for departments.
  - ii) Data processing services to other departments such as Agriculture and Food, Attorney General, Correctional Services, Highways and Treasury.
- data used for collective bargaining*

The increased level of activity was maintained without an increase in staff except for payroll assistants for the temporary help program.

## the department's “service center”

### office services

The accounting, budgeting, payroll, purchasing and personnel services for the department are centralized in this branch. Messenger and other office services are also located here.

Systems studies and the development of a procedures manual has already assisted management in the depart-

ment. Procedures related to the performance of various personnel functions have assisted employees in performing their duties, *e.g.*, the new procedures manual includes all recruitment procedures in detail.

### perquisites and credits

In pursuing a fair and equitable perquisites system the perquisites officer carried out a survey of living accommodation throughout the province in 1968. Charges for perquisites are likely to be reviewed in the forthcoming year in light of reports made by the officer.

While attendance credit gratuity payments continued at a relatively high level during the year, the effect of the ten-year clause in the regulations reduced the total amount of payments. Revision in salary rates upon which payment for credits are based resulted in a relatively high total value of payments. Transfers of staff into the Ontario Public Service also is having an effect on payments.

Year	Separations	Eligible for Gratuity	% of Separations	Average Payment	Total Payment
1967	6681	1458	22%	\$1344.	\$1,958,894.63
1968	7048	1435	20%	\$1337.	\$1,918,143.53



## **employee services**

### **... by offering specialized counselling services to all employees**

Excessive drinking is a growing problem throughout the business and industrial world. With over 55,000 employees, the Ontario Public Service has its share of problem drinkers. The government recognizes alcoholism as an illness and has a program to bring treatment and support to the employee.

The work of the employee services branch continued to centre around the rehabilitation of civil servants whose job performance suffered through alcoholism. More employees were made aware of this service through a special issue of the employee publication TOPIC, which was devoted entirely to the government's policy and procedures for implementing its program.

From a study of industries which have a policy on alcoholism, it has been discovered that once employees are aware of the existence of an enlightened policy, they quite often will seek help on their own.

### **personnel change**

Following the death of Selby Parsons in March, J. K. Owens became acting director. In September Gordon M. Patrick was appointed branch director. Mr. Patrick has had extensive experience in alcoholism education with the Alcoholism and Drug Addiction Research Foundation, and in the treatment of alcoholics at the Donwood Foundation Hospital.

### **advisory committee**

Dr. J. Allan Long continued to serve as chairman of the advisory committee. This body, composed of authorities in the field from outside government service, a representative from the Civil Service Association and senior public servants keeps in close touch with all aspects of the program. It is also the advisory group to the chairman of the Civil Service Commission.

## helping employees on the "road back"

Because of the many unknowns in mounting a program to deal with alcoholism in the public service, the branch's advisory committee to the chairman of the Civil Service Commission recommended a progressive development of services to test out procedures before a full staff complement was established. The original intention of the advisory committee was to try out the program in eight major departments for one year, then re-appraise the efficacy of establishing the counselling function within departments.

The extensive appraisal established to assess the effectiveness of the program as carried out for one year indicated that employees were reluctant to seek help from a counsellor identified with the personnel function in a department. The assessment also showed that counsellors in personnel departments frequently were given work assignments which seriously limited their availability for counselling.

As a result of this assessment, the advisory committee recommended that the number of counsellors in the employee services branch be increased to enable employees to obtain help without going to their department counsellor. This would also allow them to devote more time to staff education at all levels.

## counsellors' activities

Counsellors frequently identified problems only indirectly related to an overuse of alcohol. They report encountering many more employees suffering emotional problems than those suffering from alcoholism. In some instances job performance is affected by behavioural problems unrelated to alcoholism — illness in the family — financial or marriage problems. The question of extending the alcoholism policy to include emotional disorders is now under study.

To aid employees suffering from alcoholism, close co-operation is maintained with the Civil Service career counsellor. For some employees, whose health may have been affected or aggravated by their job, a change of position is often required to aid recovery. On at least one occasion what appeared to be a drinking problem disappeared when the employee was relocated.

## employee education

During the year the staff of the branch discussed alcoholism and the implementation of the government's policy, with approximately 400 supervisors and managers from all departments. The three-hour sessions were integrated into the two-week courses conducted by the staff development branch of the Civil Service Department. Counsellors in the departments of Health, Highways and Correctional Services conducted training courses for their supervisory staff in many areas of the province.

A supervisor's manual is being developed to make readily available, information which will be useful to supervisors who encounter employees whose job performance is affected by alcoholism.

Following is a summary of the panel counsellors' activities together with those of the counsellors operating in eight selected departments.



Number of employees seen by counsellors.....	387
Number of interviews on behalf of employees in arranging for assistance .....	1,150
Number of employees on mandatory referral.....	87
From above: Employees returned to satisfactory work performance .....	50
Employees terminated, resigned, retired or deceased .....	34

Although we are unable to determine how many employees have sought help without the knowledge of counsellors, statistics from treatment centres which identify only the occupation of patients indicate that more Ontario Government employees are being treated than show on our records.

## role of the C.S.A.O. in the program

The government's program to aid employees whose job performance is affected by alcoholism has the full understanding of the Civil Service Association of Ontario. The harmonious concern for employees demonstrated by both Association and management groups has greatly added to the success of the program.

The Association staff appreciates the need for close collaboration in order to restore members to good health and good work performance as quickly as possible. This example of Association/management co-operation involving difficult health/behavioural problems, may well set a pattern to be followed by other large employers in the province.

## treatment resources

The Donwood Foundation Hospital in Toronto and the Addiction Research Foundation clinics in Toronto and other parts of Ontario have provided most of the treatment services to employees. The fellowship of Alcoholics Anonymous continues to help many employees with its informal self-help program.

Early in 1969 the Addiction Research Foundation will open a new hospital in Toronto which will limit its service to employees of the Ontario Public Service and eight other major employers in the province.

## other services

### *United Appeal*

The extension of payroll deduction privileges to include government employees in all sectors of the province where recognized community funds exist — increased the role of the Ontario Government in the United Appeal campaign.

Since employee services branch counsellors' work requires close liaison with many social agencies in communities throughout the province, the responsibility for providing staff support to the various community funds throughout the province was assigned to the branch. The additional workload will occupy the time and energy equivalent to one full-time counselling position.



**communications  
and publicity**

**... by promoting  
our programs  
to employees  
and the public**

**When conducting  
a special program there's  
one thing more frustrating  
than an empty room  
—a turned-off mind.**

**The Ontario Public Service  
wants employees and the public  
“turned-on” to what’s happening  
in the government.**

**How?—through planning,  
communication and effective  
publicity.**

In the past 10 years the Ontario Public Service has undergone extensive expansion. To deal with this expansion the programs of the Civil Service Department have increased in number and complexity. Branches responsible for carrying out many programs needed help. They required planning and creative assistance.

To see that this assistance was provided for existing programs, and to make available professional guidance and stimulation in the formation of other programs, a new service area was started. The commission expanded the existing publications branch, renamed it the communications and publicity branch, and gave it the job of promoting and establishing favourable communications with all departments, employees and publics, as well as assisting with Civil Service Department programs.

In its initial half year of operation the branch embarked on a program:

- to establish closer liaison between the commission and personnel branches
- to set firmer guidelines for interdepartmental co-operation
- to generally improve internal and external communications.

## **planning**

Plans were written to streamline an existing program and to introduce two new programs. A more effective method of conducting the 1969 annual university recruitment program was drawn up. The new program called for advance advertising in university newspapers, detailing the type of graduates the government wished to see during campus interviews, and offered a more efficient follow-up system for replying to applicants.

A program to recruit psychologists for employment in Ontario was planned and implemented in conjunction with the Ontario Psychology Association.

At the American Psychological Association convention, San Francisco, 61 psychologists expressed interest in working in Ontario. A planned follow-up program with the psychologists who were contacted continues.

A third program involved the initial planning for a seminar to bring together representatives of Colleges of Applied Arts and Technology and representatives of the various departments of the Ontario Government, to discuss recruitment and placement.

An examination of the institutional and placement advertising programs of the department was carried out. Revised plans for the 1969 program were drawn up.

## **topic Ontario**

The employee magazine TOPIC completed its fifth year of publication in 1968. It continues to be the Ontario Government's main vehicle of internal communication informing both Ontario Government employees and selected publics of new and existing programs and policies and giving recognition to employee accomplishment.

Internal circulation passed the 50,000 mark, making it one of the highest circulation, internal magazines in Canada. This publication was awarded a certificate of merit by the Canadian Industrial Editors Association at their 1968 national conference.

One of the five issues published during the year dealt with the treatment of employees whose job performance was affected by alcohol. This issue acquainted employees with a relatively new employee service program, and met a main publication objective — to inform employees of services available within the government.

As in previous years, several of Topic's original articles, photographs and cartoons were reproduced in both Canadian and American newspapers and publications with a general readership.

## *Topic Bulletin*

During 1968 13 issues of Topic Bulletin were published. Approximately 4,750 copies of each bulletin were distributed to personnel branches and field offices throughout the government. The bulletin compliments the magazine and contains up-to-date news of direct interest to the government employee.

Featured in the 1968 bulletins was information about wages and salary increases, changes in fringe benefits, senior appointments, and employment opportunities open to in-service competition.

## **general publications**

The Ontario Public Service Act was updated and reprinted in 1968. All amendments up to November 30, 1967 were included in the current edition which is prepared for the convenient use of the departments.


Another responsibility is the editing and production of the annual report of the department.

## **community service**

The branch organized the Ontario Government fund-raising campaign for the Canadian Cancer Society in Metropolitan Toronto. Employees in the Metro area contributed \$13,597.74 during the campaign, an increase of about six percent over the previous year.

The branch also assisted the Canadian Red Cross in the promotion and organization of the Ontario Government blood donor clinics.





## **staff development and personnel research**

### **staff development**

While the program of supervisory training and management development initiated in prior years was continued, some change of emphasis took place during 1968. The assumption by some departments of responsibility for their own supervisory training relieved the branch of the need to provide such training in the field. As a consequence, it was possible to provide more supervisory training courses and management development courses in the Metropolitan Toronto area.

It is anticipated that the trend for departments to establish their own internal training units will continue. The training needs at the supervisory level of the service in particular are of such a nature and volume that they cannot be adequately met through the medium of a centralized training course. Basic supervisory skills, it is expected, will in future, be taught intradepartmentally, while staff development and research branch will provide training at more advanced supervisory and management levels.

The changing role of the branch is reflected in Ontario

Public Service staff development opportunities, a course calendar for the coming year which was issued towards the end of 1968. While advanced supervisory training and management development courses continue to form the core of the program offered, there will be an increased emphasis on short intensive courses, workshops and seminars treating specific subjects in some depth. Resource people for the program will be drawn in the main from within the service.

The publication of the calendar is a new endeavour. It is hoped that departments will find it a valuable resource when planning their own staff development programs and that it will enable them to make more effective use of the facilities that exist within the service for staff training and development.

The growth of the staff development function within the service has given added significance to the branch's responsibility for the co-ordination of staff development programs. Two meetings were held during the year with departmental staff development officers, and personnel officers, one of three-days' duration at the staff development center, the other of one-day's length in Toronto when the calendar for the coming year was discussed. The three-day meeting in particular involved a useful exchange of information on policies, procedures and responsibilities concerning staff development and laid the foundation for future co-operation between the branch and the departments. As a result of this meeting, a sub-committee was formed and is now working with personnel research section on the development of an instrument for measuring training needs common to all departments. With such an instrument, it is hoped departments will be able to define subject areas in which they can offer

co-operative programs.

The acquisition of a property in the Barrie area during the summer provided the branch with much needed residential training facilities. While only limited use of the facilities is possible until alterations and improvements are made, they were in almost continuous use from mid-summer until early December. Programs held in residence included the conference of training and development officers, the second senior officers' conference of the year, a Blake Grid seminar and two French language immersion programs.

Staff Development Courses	No. of Courses 19—			No. of Participants 19—		
	68	67	66	68	67	66
Senior Officers Conferences	2	2	1	47	59	32
Senior Officers Seminar	1	1	1	19	23	24
Blake Managerial Grid	1	1	—	15	17	—
Management Development Courses	6	3	3	129	68	62
Supervisory Training Courses (Service-wide, Toronto)	16	7	12	331	162	250
Supervisory Training Courses (OMSID—Toronto)	—	3	—	—	63	—
Supervisory Training Courses (Outside Toronto)	—	15	8	—	448	290
Systems & Procedures Course	1	1	1	16	20	21
Statistics Course	2	2	—	34	39	—
Planning Systems Workshop	2	2	—	41	42	—
Skills Instruction Courses	2	1	—	33	10	—
Training Officers Seminar	1	—	—	27	—	—
SEALS Seminar	3	—	—	51	—	—
Data Processing Seminar	22	—	—	34	—	—
Administrative Training Programme	1	1	1	5	8	11
Approved Courses	45	33	18			
Cumulative Total)						
EDUCATIONAL LEAVES		1968		1967		1966
Section 16a (Leave of absence with pay— full support)		75		62		57
16b (Bursary assistance)		40		42		48
16c (Leave of absence without pay)		29		22		27
16d (Resignation with retention of benefits and seniority)		13		5		12

## french language program

Following upon the Prime Minister's statement on the status of the French language in Ontario, the branch was charged with the responsibility of providing instruction in French for members of the legislature and employees of Ontario's Public Service.

The first regular class for Ontario senior civil servants began on April 23, 1968 with 12 students. By the end of May, 1968, four regular classes were being conducted with a total of 46 students. All four classes have participated in a complete immersion program — with approximately 38 students. The first class to go into immersion has now completed the first stage of the program and has started on the second stage. The second group to go into immersion will complete the first stage in early January, 1969. The third group is now in immersion up to December 14, and will complete the first stage in April, 1969.

On September 30, 1968, two new classes were added and from January 7, 1969, two more classes will start — a total of 8 classes.

Regular classes for civil servants are held at 151 Bloor St. W. starting from 9:00 a.m. and ending at 5:30 p.m. — (two hours for each class — four days a week). Plans are underway to add more classes subject to space availability.

Two immersion programs for civil servants located outside of Metropolitan Toronto were organized at the Linguistic Centre, Public Service Commission of Canada, Hull. The first took place from November 1 to 22, the second started on November 24 and ended on December 14. Four more such programs will take place from January to April, 1969.

# french language program - Ontario department of civil service

DEPARTMENTS	Total Nominations	Involved in regular classes	Field participation in immersion courses Nov. & Dec.	Expected participation in immersion courses Jan. to April '69	to start regular courses in Jan.	for later programs
Agriculture	36					
Toronto	7					7
Field	29		3	10		16
Attorney Gen.	45					
Toronto	28	2			1	25
Field	17		3	5		9
Civil Service	10					
Toronto	10	9				1
Education	28					
Toronto	19	7			2	10
Field	9		2	5		2
Energy & Res.	6					
Toronto	6				1	5
Health	6					
Toronto	6				2	4
Highways	25					
Field	25		4	14		7
Labour	81					
Toronto	17	8			1	8
Field	64		4	36		24
Mines	7					
Toronto	7	5			1	1
Municipal Affairs	42					
Toronto	40	15	3		3	19
Field	2					2
Prov. Auditor	3					
Toronto	3	1				2
Lands & Forests	7					
Toronto	7				4	3
Prov. Sec. & Cit.	19					
Toronto	19					19
Public Works	7					
Toronto	7	1				6
Correc. Services	2					
Toronto	2	2				
Trade & Dev.	32					
Toronto	31	11			3	17
Field	1					1
Treasury Board	6					
Toronto	6	1				5
Treasury	14					
Toronto	14	5			2	7
Transport	3					
Toronto	3	2				1
Tourism & Inf.	15					
Toronto	6	3			2	1
Field	9		1	2		6
University Aff.	1					
Toronto	1					1
GRAND TOTAL	395					
TORONTO	239	72	3		22	142
FIELD	156		17	72		67

52 Nominations from M.P.P.s. 27 attended regular courses 7 participated in immersion program 13th - 25th October, 1968.



## **personnel research section**

Demand for personnel research continued during 1968. Six departments and two interdepartmental committees requested such research.

### **training needs studies**

Two studies concerned with the assessment of employee training needs were initiated in 1968.

The emphasis in these studies was on determining training needs on the basis of organizational rather than personal needs. In one of these projects, still to be completed, personnel research aims at developing a methodology for assessing training needs which will have general applicability. Departmental development officers would be able to assess training needs in their respective departments, thus greatly enlarging the scope of personnel research.

### **training evaluation studies**

The evaluation of training courses made available to qualified employees continued to be a major area of research. Altogether, personnel research conducted research concerned with the effectiveness of four training courses and conferences.

Evaluation of the ninth and tenth senior officers' conferences was based on opinion questionnaires, participant interviews, and data collected by research staff taking part in these conferences as participant observers. Recommendations for future conferences were reported to the conference co-ordinators.

The evaluation of a departmental orientation program was concluded in 1968. On the basis of a comparison of employees' familiarity with objectives, policies and procedures before and after the program, the orientation training course was declared a success. An evaluation

of the Blake Grid seminar for senior management was still in progress by the end of the year.

### **test evaluation studies**

The validation of selection tests currently used in two government departments comprised another area of personnel research's activity.

Recommendations concerning the future use of the tests in question were based on correlational studies which compared the test results with the performance ratings of the people tested.

A similar project in another department was discussed and should commence in the new year.

### **teaching assignments**

As in the previous year, personnel research continued to actively participate in staff training. Three research officers shared teaching assignments in a statistics course to upgrade the skills of clerical staff engaged in statistical data analysis.

### **other assignments**

During 1968 personnel research was also involved in three research projects oriented toward evaluating policy decisions. As a result of their research, personnel research offered a number of recommendations for consideration to the Department of Civil Service which requested personnel research's involvement.

Another major project was initiated during 1968 and is still in progress. At the request of one of the departments, personnel research is undertaking a study of the selection practices, the training needs and the staff turnover in that department in close co-operation with their research staff.

This study and the preliminary discussions about similar projects for other departments indicate the continued demand for personnel research in the coming year.

# statistics 1968

# civil service enrolment

DEPARTMENTS	TOTAL STAFF December 31, 1967	Appoint- ments	Separ- ations	Inter-Departmental Transfers In      Out		TOTAL STAFF December 31, 1968	% Changes in Enrolment
Agriculture and Food	1,207	243	137	9	13	1,309	8.5
Attorney General	1,595	1,571	363	27	18	2,812	76.3
Provincial Police	4,087	613	336	24	19	4,369	6.9
Centennial Centre of Science and Technology	31	13	6	—	1	37	19.4
Civil Service	164	51	33	8	16	174	6.1
Computer Services Centre	—	11	—	8	1	18	—
Correctional Services	258	74	38	21	15	300	16.3
County Jails	—	993	88	19	3	921	—
District Jails	227	20	19	4	—	232	2.2
Reformatories	2,092	262	211	54	79	2,118	1.2
Education	2,496	488	569	18	26	2,407	—3.6
Energy and Resources Management	169	33	20	2	2	182	7.7
Financial and Commercial Affairs	253	70	46	16	9	284	12.3
Health	2,403	735	512	72	676	2,022	—15.9
Health Insurance Registration Board	5	685	263	624	13	1,038	—
Hospitals	13,965	3,188	2,139	183	172	15,025	7.6
Highways	10,496	884	884	6	46	10,456	—0.4
Labour	854	202	107	10	10	949	11.1
Lands and Forests	2,619	532	194	15	14	2,958	12.9
Lieutenant-Governor	2	—	—	—	—	2	0.0
Mines	292	68	52	4	5	307	5.1
Municipal Affairs	355	128	76	8	8	407	14.6
Ontario Development Corporation	—	8	—	85	1	92	—
Prime Minister	27	5	—	—	1	31	14.8
Provincial Auditor	89	11	14	1	1	86	—3.4
Provincial Secretary and Citizenship	445	75	69	5	13	443	—0.4
Public Works	1,617	240	165	23	13	1,702	5.3
*Revenue	1,337	223	171	21	46	1,364	2.0
Social and Family Services	987	249	143	14	14	1,093	10.7
Tourism and Information	312	62	44	5	2	333	6.7
Trade and Development	594	228	98	27	239	512	—13.8
Transport	1,267	222	176	10	12	1,311	3.5
*Treasury and Economics	150	61	57	171	16	309	106.0
Treasury Board Secretariat	63	10	7	5	1	70	11.1
University Affairs	49	16	11	6	—	60	22.4
TOTAL	50,507	12,274	7,048	1,505	1,505	55,733	10.3

\*On July 23, 1968 the Treasury Department was divided into the Department of Revenue and the Department of Treasury and Economics. On December 31, 1967 the enrolment in the Treasury Department was 1,487.



# distribution of total staff

## by staff type

	1967		1968	
	No.	%	No.	%
Regular	40,388	80.0	44,337	79.6
Probationary	10,119	20.0	11,396	20.4
	-----	-----	-----	-----
TOTAL	50,507	100.0	55,733	100.0

## by sex

	1967		1968	
	No.	%	No.	%
Males	32,819	65.0	35,560	63.8
Females—Single	8,021	15.9	9,015	16.2
Females—Married	9,667	19.1	11,158	20.0
	-----	-----	-----	-----
TOTAL	50,507	100.0	55,733	100.0

## by age intervals

	1967		1968	
	No.	%	No.	%
Under 25	8,244	16.3	9,075	16.3
25 - 34	10,462	20.7	11,910	21.3
35 - 44	10,703	21.2	11,581	20.8
45 and over	21,098	41.8	23,167	41.6
	-----	-----	-----	-----
TOTAL	50,507	100.0	55,733	100.0

## by salary intervals

	1967		1968	
	No.	%	No.	%
Under 3,500	3,380	6.7	1,376	2.4
3,500 - 3,999	6,730	13.3	2,469	4.4
4,000 - 4,499	10,896	21.6	8,566	15.4
4,500 - 4,999	6,307	12.5	8,150	14.6
5,000 - 5,999	8,037	15.9	13,893	24.9
6,000 - 6,999	4,956	9.8	7,723	13.9
7,000 - 9,999	6,565	13.0	9,171	16.4
10,000 and over	3,636	7.2	4,385	7.9
	-----	-----	-----	-----
TOTAL	50,507	100.0	55,733	100.0

## by years of service

	1967		1968	
	No.	%	No.	%
Under 1	7,637	15.1	7,441	13.4
1 - 2	6,228	12.4	6,670	12.0
2 - 3	4,513	8.9	5,689	10.2
3 - 4	3,232	6.4	4,301	7.7
4 - 5	2,712	5.4	3,135	5.6
5 - 9	10,565	20.9	11,062	19.8
10 - 14	8,586	17.0	9,558	17.1
15 - 19	3,842	7.6	4,229	7.6
20 - 24	1,923	3.8	2,323	4.2
25 and over	1,269	2.5	1,325	2.4
	-----	-----	-----	-----
TOTAL	50,507	100.0	55,733	100.0

## Distribution of appointments

### by staff type and sex

STAFF TYPE	1967			1968		
	MALES	FEMALES	TOTAL	MALES	FEMALES	TOTAL
New Recruits	4,596	4,221	8,817	5,435	5,250	10,685
Re-Employed	346	529	875	385	502	887
Transfers From Unclassified	1,194	435	1,629	455	247	702
TOTAL	6,136	5,185	11,321	6,275	5,999	12,274

### by age intervals

	1967		1968	
	No.	%	No.	%
Under 25	4,979	44.0	4,713	38.4
25 - 34	2,729	24.1	2,930	23.9
35 - 44	1,592	14.1	1,980	16.1
45 and over	2,021	17.8	2,651	21.6
TOTAL	11,321	100.0	12,274	100.0

### by salary intervals

	1967		1968	
	No.	%	No.	%
Under 3,500	2,826	25.0	1,683	13.7
3,500 - 3,999	3,623	32.0	3,351	27.3
4,000 - 4,499	1,885	16.6	2,164	17.6
4,500 - 4,999	529	4.7	916	7.5
5,000 - 5,999	1,185	10.5	1,993	16.2
6,000 - 6,999	437	3.9	953	7.8
7,000 - 9,999	457	4.0	864	7.0
10,000 and over	379	3.3	350	2.9
TOTAL	11,321	100.0	12,274	100.0

## Distribution of separations

### by reason and sex

REASON	1967			1968		
	MALES	FEMALES	TOTAL	MALES	FEMALES	TOTAL
Resignation	2,404	2,742	5,146	2,709	3,167	5,876
Dismissal	187	122	309	162	99	261
Superannuation	294	99	393	313	122	435
Retirement	119	54	173	111	59	170
Death	209	35	244	158	25	183
Transfer to Another Public Service Jurisdiction	321	33	416	81	42	123
TOTAL	3,534	3,147	6,681	3,534	3,514	7,048

### by age intervals

	1967		1968	
	No.	%	No.	%
Under 25	2,435	36.4	2,557	36.3
25 - 34	1,738	26.0	1,884	26.7
35 - 44	894	13.4	846	12.0
45 and over	1,614	24.2	1,761	25.0
TOTAL	6,681	100.0	7,048	100.0

### by salary intervals

	1967		1968	
	No.	%	No.	%
Under 3,500	1,260	18.8	775	11.0
3,500 - 3,999	1,621	24.3	1,796	25.5
4,000 - 4,499	1,246	18.7	1,511	21.4
4,500 - 4,999	571	8.5	725	10.3
5,000 - 5,999	766	11.5	831	11.8
6,000 - 6,999	397	5.9	474	6.7
7,000 - 9,999	478	7.2	572	8.1
10,000 and over	342	5.1	364	5.2
TOTAL	6,681	100.0	7,048	100.0

# comparative turnover rates

## by total staff

	1967 Percentage	1968 Percentage
Regular	7.8	7.6
Probationary	37.8	35.8
Male	11.2	10.3
Female	18.9	18.6
Total All Staff	13.9	13.3

## by age intervals

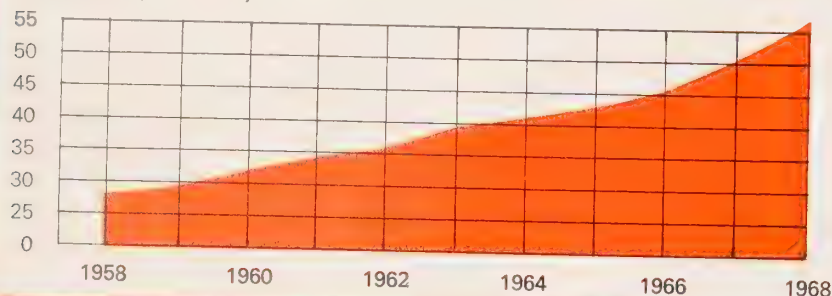
	1967 Percentage	1968 Percentage
Under 25	32.3	29.5
25 - 34	17.6	16.8
35 - 44	8.5	7.6
45 and over	7.9	8.0

## by salary intervals

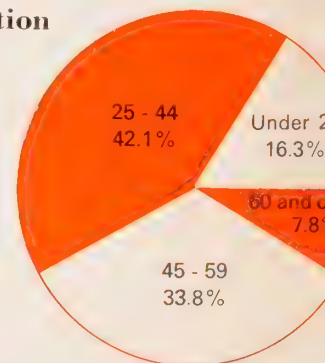
	1967 Percentage	1968 Percentage
Under 3,500	31.6	32.6
3,500 - 3,999	21.7	39.0
4,000 - 4,499	12.3	15.5
4,500 - 4,999	10.7	10.0
5,000 - 5,999	9.5	7.6
6,000 - 6,999	7.9	7.5
7,000 - 9,999	9.6	7.3
10,000 and over	10.7	9.1

## trend of civil service enrolment 1958-1968

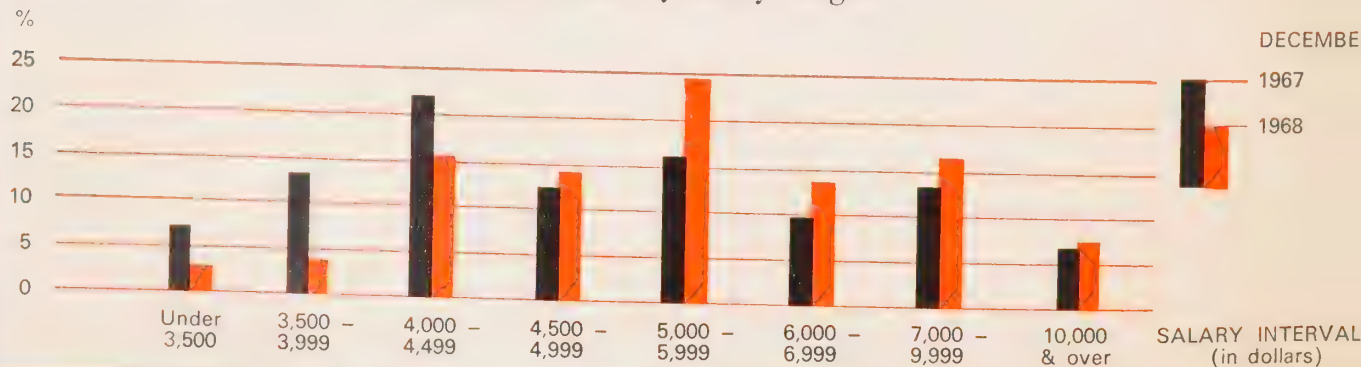
Employees (in 1,000's)



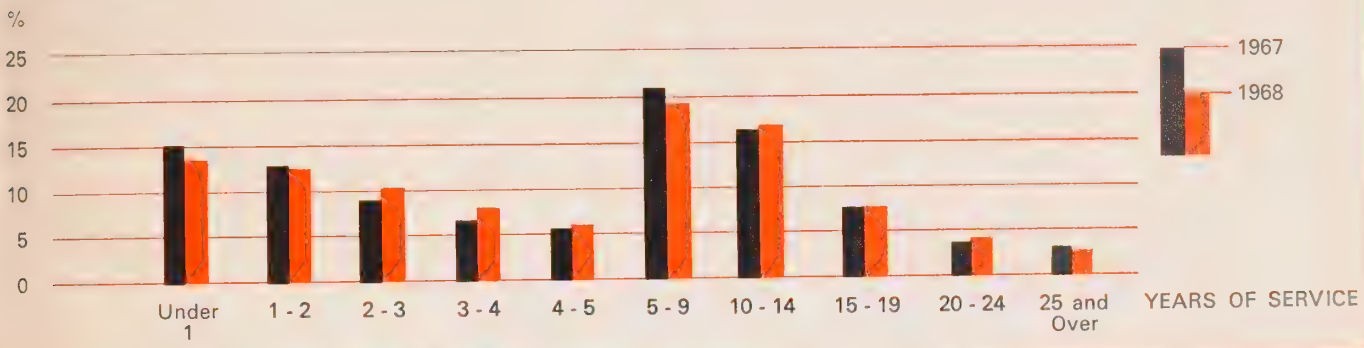
## percentage distribution of staff by age groups Dec. 31, 1968



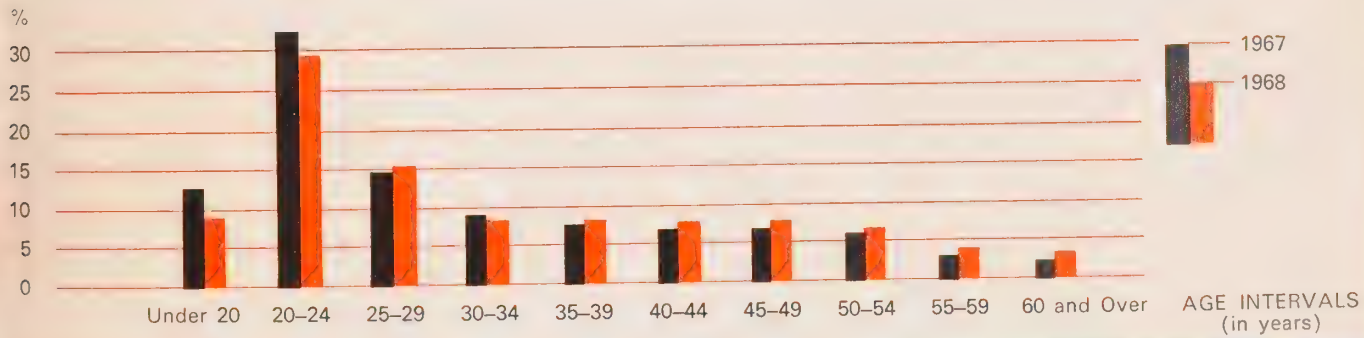
## percentage distribution of civil service staff by salary ranges



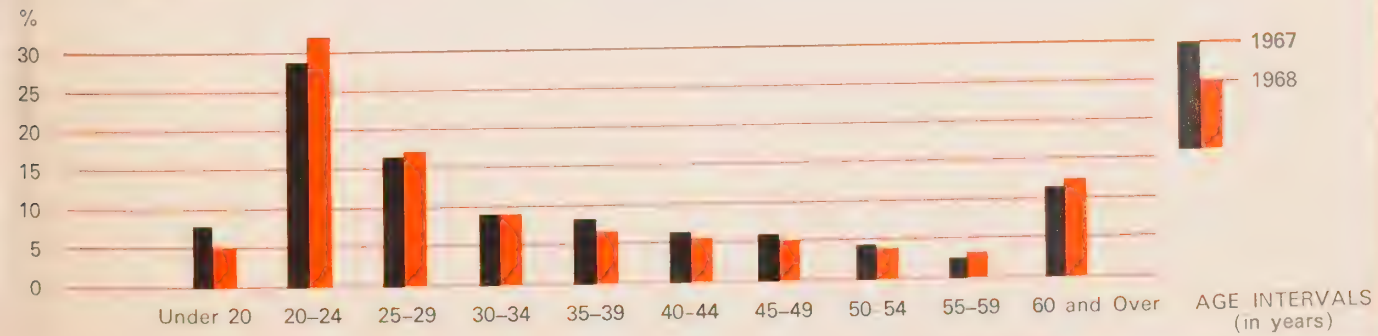
percentage distribution of staff by years of service



percentage distribution of appointments by age groups



percentage distribution of separations by age groups





civil service



approximate annual payroll  
(in Millions of Dollars)

YEAR	Payroll December 31	Year's Increase	
		Amount	%
1965	214.7	—	—
1966	247.0	32.3	15.0
1967	296.2	49.2	19.9
1968	350.3	54.1	18.3

average annual salary  
(in Dollars)

YEAR	Average Salary December 31	Year's Increase	
		Amount	%
1965	4,978	—	—
1966	5,386	408	8.2
1967	5,865	479	8.9
1968	6,286	421	7.2

separations

REASONS	Regular	Probationary	Males	Single Females	Married Females	1968 Total		1967 Total	
						No.	%	No.	%
Resignation	2,576	3,300	2,709	1,510	1,657	5,876	83.4	5,146	77.0
Dismissal	46	215	162	74	25	261	3.7	309	4.6
Superannuation	251	184	313	72	50	435	6.2	393	5.9
Retirement	105	65	111	32	27	170	2.4	173	2.6
Death	149	34	158	11	14	183	2.6	244	3.7
Transfer to Another Public Service Jurisdiction	72	51	81	22	20	123	1.7	416	6.2
TOTAL	3,199	3,849	3,534	1,721	1,793	7,048	100.0	6,681	100.0

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# Civil Service Commission

Gov.  
Publications

## 1969 Annual Report





# Civil Service Commission of Ontario 1969 Annual Report

His Honour,  
The Lieutenant Governor of the  
Province of Ontario.

May it please your Honour:

The undersigned respectfully presents the annual report of  
the Civil Service Commission of Ontario for the year ended  
December 31, 1969.



Robert Welch  
Provincial Secretary and  
Minister of Citizenship

*printed by order  
of the  
Legislative  
Assembly  
of Ontario*



*sessional paper  
No. 35*

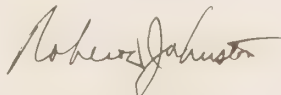
The Honourable Robert Welch,  
Provincial Secretary and Minister of Citizenship.

Sir:

We are pleased to forward to you the annual report of the  
Civil Service Commission and the Department of Civil  
Service for the year ended December 31, 1969.



W.A.B. Anderson  
Chairman,  
Civil Service Commission



R.D. Johnston,  
Deputy Minister,  
Department of Civil Service

# Directory

Minister to whom the Commission  
reports

Hon. Robert Welch  
Provincial Secretary  
and Minister of  
Citizenship

## Civil Service Commission

Chairman  
Commissioner  
Commissioner  
Commissioner  
Secretary

W.A.B. Anderson  
C.E. Brannan  
T.M. Eberlee  
A.T.C. McNab  
Mrs. K.H. Mitchell

## Department of Civil Service

Deputy Minister  
Executive Director  
Administrative Services  
Recruitment  
Staff Development and  
Personnel Research  
Pay and Classification Standards  
Planning and Audit  
Communications and Publicity  
Employee Services

R.D. Johnston  
H. Copland  
H.F. Goss  
Mrs. E.M. McLellan

S. Davidovich  
K.W. Skelton  
M.L. Jeffery  
J. Busby  
G.M. Patrick

## Ontario Joint Council

Chairman  
Government Representatives

A.R. Dick, Q.C.  
R.D. Johnston  
H. Copland  
J.R. Scott

Civil Service Association  
Representatives

G.T. Gemmell  
H.E. Bowen  
N. Phelps

Secretary

## Public Service Grievance Board

Chairman  
Members

Professor R. Presgrave  
D.A. Crosbie  
Mrs. D.M. Hinchey  
D.Y. Lewis  
Mrs. Elizabeth Smith  
F.E. Wood  
T.H. Trimble  
N. Phelps

Secretary

## Classification Rating Committee

Chairman  
Members

Professor R. Presgrave  
Mrs. D.M. Hinchey  
Mrs. Elizabeth Smith  
N. Phelps

Secretary

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*Processed  
146,000  
personnel  
status  
transactions*

*Produced  
a university  
recruitment  
brochure*

*Established a  
twice monthly  
tabloid*

*Conducted  
three  
seminars  
for senior  
departmental  
personnel*

*Civil Service  
Arbitration  
Board  
released  
fringe  
benefits award*

*Increased  
number of  
counsellors*

*Evaluated  
and classified  
over 7,500  
positions*

*Implemented  
first  
internally  
designed  
quantitative  
job evaluation  
system*

# Introduction

More than seven million people live in Ontario.

Fifty-six thousand Ontario Public Service employees in hundreds of locations across 412,000 square miles work for these people. The Ontario Public Service numbers in its ranks geniuses and janitors, teachers and toll collectors, doctors and deckhands — individuals all.

The Civil Service Commission and its administrative arm, the Department of Civil Service, with a staff of approximately 175, work to strengthen and advance Ontario's Public Service.

Staff development programs offer specialized training. Recruitment programs search for the right people to fill Ontario Public Service positions. Continuing studies and evaluations of jobs and salary standards provide accurate classification and competitive pay for these people. Personnel audits assure uniform application of basic standards.

Information programs relate facts about the OPS to internal and external audiences. Special services assist employees suffering from alcoholism or related problems. Special boards provide a medium for collective bargaining.

Our aim: the right people in the right jobs.

# Recruitment

## Finding people

*Received  
over 5,400  
requisitions  
for employees  
in the Metro  
area*

*Forwarded 30,000  
application  
forms*

This branch attempts to find the right people for the right job at the right time for its "clients" who are the 26 operating departments of the Ontario Government. It is not the final hiring authority, but acts as the clearing house where talents and opportunities are matched.

### GENERAL RECRUITING

During 1969 a total of 29,250 application forms were requested from the recruitment branch by persons seeking employment in the Ontario Public Service.

Most of these were in direct response to the various competitions run by the branch but many were completed by the 12,600 persons who visited the employment office to apply in person. Of these, 400 were referred to recruitment officers directly and 6,118 were booked for tests.

Departments registered 5,402 positions for staff in the Metropolitan Toronto area. Of these, 3,923 were filled with new employees to the service and the remainder from employees already on staff on promotion.

The Downsview district office located in the Department of Highways complex gives service to Highways, Health, Transport and the O.P.P. This office handled 700 requests for staff, referring 1,170 persons of which 643 candidates were placed.

Although there was a continuing shortage of qualified applicants with secretarial, stenographic skills, nearly 950 placements were made in 1969. All secretarial/stenographic / typing candidates applying for positions were tested, interviewed and referred quickly if they met the minimum qualifications.

A recruitment drive for stenographers was conducted in the United Kingdom to help overcome the shortage. Twenty-eight women were interviewed in Scotland and after arrival here were hired. These applicants entered Canada at their own expense and obtained employment after passing the required examination.

Clerical positions at the entry and junior levels, are often filled by newcomers to the service. In 1969, 524 Clerks

1, 2, 3 were appointed to head office positions. With the commencement of the provincial medical plan hundreds of additional clerks were recruited and between August and December 687 were appointed for OHSIP.

At the senior levels, Clerks, 4, 5, 6, 7 there were 96 vacancies: 43 were filled by promotion, 36 were recruited from outside the service, 17 were cancelled.

In the keypunch area, 799 of the 894 positions available during the year were filled.

Testing in 1969 was concentrated in the clerical, typing and shorthand areas. Other performance and knowledge tests included the test for survey technicians (Department of Highways) the keypunch performance test and the written test for dictaphone operators.

When recruitment for OHSIP began in August, 1969 the testing section of the recruitment branch recommended a suitable clerical test and conducted the testing until September, when this duty was assumed by an OHSIP employee working under the supervision of the recruitment branch. Nine hundred and fifty-five applicants were tested at the OHSIP offices in 1969.

Highlights in professional and administrative recruitment include: the selection of 300 managers and professionals for the takeover from the municipalities of assessment duties in the province and clearing the way for a further 1700 staff to become public servants under the terms of the takeover; the recruitment of 55 air management professionals mainly engineers and air pollution inspectors for duty throughout the province; the recruitment of program analysis co-ordinators and analysts for departments engaged in P.P.B.S. In the social services the demand for professionally qualified personnel far exceeded the supply and salary expectations were high. Many positions in this area are filled by referrals from persons in departments who have contacts through their professions.

#### STAFFING STANDARDS

The recruitment branch assumed responsibility for the development of both entry and promotional staffing stan-

*Filled 5,066 vacancies  
during 1969  
via the temporary help  
program*

dards. Each recruitment officer has specific classes to cover and he works with officers in pay and classification in developing these standards. Initially this combined approach is to new classes being established but work has also begun to revise the staffing standards of the hundreds of existing classes.

#### TEMPORARY HELP

The temporary help program continued to grow in 1969. The program, possibly the first in North America and certainly the first in Canadian Government circles, has attracted the attention of the federal government and the provincial government of Alberta.

Five thousand and sixty-six temporary vacancies were filled in 1969 and the number of temporary employees working per week reached a high of 817 in December, 1969. One hundred and thirty-five temporary employees were subsequently appointed to regular positions on the probationary staff in 1969.

Total payroll for the temporary help service for 1969 was \$2,506,750. It is estimated that the program conserved approximately \$900,000 in 1969 with respect to the expenditures which would have been required if private contracts were used to provide the same service.

Temporary weekly employees are used regularly by sections of the Department of Transport for issuing licence plates; 40 keypunch operators were provided for the changeover from OMSIP to OHSIP; the public health laboratories branch of the Department of Health used 26 people for their 13-month billing program.

An amendment to the Superannuation Act, allowing retired Ontario Public Service employees to work 130 days in any year before their allowance or annuity is suspended, enabled the program to use the services of highly qualified retired persons.

Plans to computerize the temporary personnel payroll began in September.



## UNIVERSITIES

Departments were contacted early in the year and asked to outline the actual positions for which they would require university graduates. This listing of each department's needs was presented in a booklet and was sent to placement officers at the universities in Ontario. Interview schedules were drawn up and between 350-400 students were interviewed, and of these, 150 were referred to government departments. While this system worked to a certain degree, there were problems. Applicants were pre-screened, but, because of our present budget forecast system, it was difficult to accurately predict an opening when interviewing a student. Often we had the right applicant but couldn't offer him a job.

To improve our university recruiting we have asked departments to forecast their graduate needs in relation to turnover and past performance. With Treasury Board approval, our 1970 on-campus recruiting will be more productive, since some graduates can be hired on a "stand-by" basis.

COLLEGES OF APPLIED ARTS AND TECHNOLOGY  
(CAAT)

The first graduating classes of these colleges came on the labour market in 1969.

To help departments understand the goals of CAATs and the types of students they graduate, we organized a 'get acquainted' seminar in February, 1969. Delegates from the placement offices of the colleges and personnel branches of government departments met in a one-day session to discuss new areas of career possibilities. This seminar triggered an on-campus program of visits by departmental representatives who wished to meet graduates.

We are assessing CAAT graduates who have joined the service so that we may judge their skills, abilities and potentials as related to our present classifications and job structures. The program will accelerate as classification reviews indicate more opportunities for CAAT graduates.

## HIGH SCHOOLS

During 1969, a new brochure was produced for high school students interested in working for the Ontario Public Service



in positions rated at that level.

Work weeks, in which approximately 20 schools participated, gave high school students in four-year programs a chance to try the working life in the Ontario Public Service. During a typical Monday-to-Friday format, the students toured the Legislative Assembly then moved to various departments in which they worked for the week and participated in summary discussions at the end of the week. Seventy-one students from 18 schools took part in this program.

Special testing sessions were conducted for high school graduates interested in permanent employment. The ratio of tests passed, to tests taken, was higher in 1969 than in 1968. However, we hired fewer students — possibly because of the increased interest in continuing education through the CAAT system. In the clerical area 189 high school students were hired — 70 stenographers, 91 typists and 28 clerks. Once again, we had many students hired on a temporary basis, until full-time vacancies became available in the fall.

#### CAREER COUNSELLING

Information regarding further education and training for future advancement, immediate prospects for advancement or relocation for employees, continued as the function of the career counsellor during 1969.

Interviews dropped to 62 this year since the counselling service was not offered on a full-time basis. A further 107 interviews were conducted concerning the variety of opportunities available in the service, and many of these were referred to current competitions.

#### MANPOWER

During the year an agreement was reached with the Dominion Bureau of Statistics, that the Ontario Public Service would participate in the Canada-wide survey of manpower requirements, and that the manpower resources unit of the recruitment branch would be responsible for reporting for all departments. Satisfactory reporting methods were then settled with each personnel director. By August the system was in operation. Information on all active vacancies open to persons outside the government service was made available to

the manpower resources section, and a regular monthly report was forwarded to DBS. Validation studies were begun and it is expected further studies will be requested by DBS during 1970.

In 1969 the unit also worked in conjunction with the organization and methods task force and advisory committee on an extensive examination of the training and development needs of the Department of Municipal Affairs. An interim report was submitted prior to handing over this project to a newly-hired staff training and development officer at DMA.

Also during 1969 all class specifications were analysed and coded to assure that the Department of Civil Service was not contravening the Age Discrimination Act in its class qualifications.

# Pay and Classification Standards

## Determining pay for people

*Conducted personnel research*

*Carried out special assignments in six different areas*

With the assistance of departmental personnel officers, this branch evaluates and classifies jobs. To ensure employees are paid equitably for the work done they maintain a constant communications link with the business community to assure that Ontario Public Service rates are in line with those prevailing in the Ontario labour market.

### NEW STRATEGY

The most significant change in our operations was the use of a team approach in developing class standards. Thus the more recent standards are the product of the combined efforts of classification, pay research and recruitment officers. This method avoids the risk of unwittingly building in pay or staffing problems into the standards. This approach necessitated organizing the classification staff on an occupational group basis rather than departmentally. A useful side-effect will be the development of occupational expertise.

Another innovation was to invite recommendations from operating departments regarding economic adjustments to management classes and also incorporate the views of the classification staff on appropriate pay relationships between such classes into the final recommendations presented to the Civil Service Commission.

### DELEGATION OF CLASSIFICATION

During the year it became apparent that our manpower situation required review since resources were not commensurate with programs attempted. One result was the realization that some greater delegation of authority to departments, to classify positions, should be made. The ultimate goal is to delegate the entire bargaining unit. Some fundamental planning was carried out and it is expected that initial delegation to some operating departments will occur in 1970.

### CLASSIFICATION SECTION

Nearly 7,666 positions were evaluated and classified. Of these, 2,067 were classified under current departmental delegated authority; 345 positions were returned for further analysis since job facts were obscure or incomplete, or the class allocations were questioned.

Settled 45  
grievances  
without recourse  
to the  
Classification Rating  
Committee

Considerable progress was made in the preliminary work involved in restructuring classes in the financial services occupational group. The project is scheduled for completion in 1970.

Also completed were 58 other projects involving restructuring of 99 classes and deletion of 194 classes.

#### CLASSIFICATION GRIEVANCE

Forty-four grievances were settled without recourse to the Classification Rating Committee, while 11 were referred to the Committee for hearing. In six cases the Committee confirmed the classification, ruled in favour of the grievor in two, and declared the other three cases outside their jurisdiction. At year end eight classification grievances were still pending.

#### STANDARDS SECTION

As part of their research function this section implemented the first internally designed quantitative job evaluation system in the Ontario Public Service. Called the Management Services Officer class series, it covers systems design, computer programming and operations research positions and replaces 30 classes with 10. The study involved audits of jobs performed by all employees within the occupational group. A feature of the study was the active involvement of managers of the units concerned.

This job evaluation plan is flexible and enables management to change organizations to meet operational demands, without creating classification or pay problems. The experience gained through this method of custom-designing a classification structure will be adapted to other occupational groups as new classification standards are developed.

Developmental jobs are difficult to classify prior to an incumbent being selected as the latter's attributes tend to shape the positions dimensions. In order to better cope with such situations a holding salary rate system is being administered for certain types of positions as a pilot project. It uses a single holding salary rate until the incumbent has been in a job long enough to permit proper classification.

Techniques have also been developed to permit rapid job information gathering by using custom designed questionnaires. Development of a format for benchmark position descriptions was also carried out.

During 1969, responsibility for interpretation of pay policy was assigned to the standards section and departments have used this service extensively.

#### PAY RESEARCH

This section is responsible for the data collection, presentation, analysis, and distribution of data on compensation, employment conditions, benefits, and related matters prevailing in business, industry and commerce. The scope and importance of these activities has increased significantly because of the requirements of collective bargaining. Findings are applied in determining pay rates, benefits and working conditions appropriate to the Ontario Public Service.

Pay research conducts major surveys on a large number of classes in each occupational category on a scheduled two-year basis. In addition, they carry out special studies on particular occupations and handle all requests for compensation and related data on the Ontario Public Service, from outside sources.

Following is a summary of wage and salary increases, surveys, and developments occurring during 1969 in each occupational category.

#### ADMINISTRATIVE SERVICES

Rates of pay for classes in this category were subject to re-negotiation on October 1, 1969. At year end no agreement had been reached on new pay scales.

Prior to the review date a major survey was conducted covering such occupations as accountants, legal officers, property and public relations officers, economists-statisticians, purchasing and personnel officers. This was supplemented by special studies to obtain information on rates of pay prevailing in the fields of education, computer programming and systems.



## GENERAL SERVICES

The majority of classes and employees in this category received increases of 4.0% on January 1, 1969. These represented the second stage of adjustments awarded to classes in entertainment inspection, court reporting, and general administrative services groupings under an earlier award and the related revisions granted to classes in 1968.

Certain classes in the transportation inspection, investigative and fire services occupational groups received increases through direct negotiations, on December 29, 1968, ranging from 12.5% to 15.3%. Related management classes, received comparable increases ranging from 12.8% to 14.8% as of the same effective date. Rates of pay established for both bargaining and management classes are to remain in force until January 3, 1970.

In preparation for year end negotiations to be effective January 4, 1970 a major survey was conducted covering clerical, stenographic, typing, data processing and printing operator classifications. This was supplemented by a survey of fire departments in Ontario municipalities with 20,000 or more population and special studies covering such occupations as driver examiners, court reporters, bank tellers, medical records librarians, and fingerprint examiners.

## LAW ENFORCEMENT

In 1969 agreement was reached with the Ontario Provincial Police Association through direct negotiations which adjusted the rates of pay of employees in eight bargaining unit classes. Increases ranged from 13.0% to 14.0% with the average increase for the eight classes being 13.6%.

Related management classes, received comparable increases. The new rates of pay were effective December 29, 1968 and will remain in force until January 3, 1970.

In preparation for negotiations and a review of salaries of all classes in the category as of January 4, 1970, a survey was conducted in October 1969 of rates of pay prevailing for municipal police forces in Ontario. The survey sample consisted of municipalities with a population of 20,000 or more.



At year end direct negotiations were underway on eight bargaining unit classes. Also under review were rates paid some 129 management employees in 11 classifications.

#### OPERATIONAL SERVICES

On January 1, 1969 the second stage of revisions awarded to classes in this category during 1968 came into effect. Increases for both bargaining unit and management classes ranged from 5.5% to 7.0%.

#### SCIENTIFIC AND TECHNICAL SERVICES

All classes in this category were subject to renegotiation on October 1, 1969. At year end no adjustments in rates of pay had been made.

Prior to year end negotiations the branch, in conjunction with the Pay Research Bureau, Public Service Staff Relations Board, Ottawa, conducted surveys amongst business and industry engineers, chemists, laboratory technicians, draftsmen, and electronics technicians, supplemented by studies of survey and x-ray technicians, photographers, public health inspectors, and physicians. Special studies were also carried out to investigate rates of pay prevailing for pilots, veterinarians, foresters, geologists, and photographic technicians.

#### SOCIAL SERVICES

In early 1969 an arbitration award was implemented which resulted in salary increases for social work, nursing, occupational and physical therapy classifications and for certain classes in the training, library, historical and planning and development, occupational groups. Effective date of the revision varied by occupational group, either being January 1, 1968 in the case of the latter four groups or July 1, 1968 in the case of social work, nursing and occupational therapy groups. The second stage of the award was effective June 29, 1969 except in the case of training classes where the effective date was January 5, 1969.

Increases ranged from 6.5% to 14.5% in the first year of the term and increases of 6.5% to 8.0% in the second year. For all classes, the average percentage increase in the first year was 8.1% and in the second year 7.0%. The average per-

tage increase over the term of the agreement was 15.6%.

Related management classes received increases over the same term ranging from 7.0% to 15.0% of the first year and 4.0% to 6.0% in the second year. The average percentage increase in the first year was 10.6% and in the second year 5.0%. The average percentage increase over the two years was 15.7%. The remainder of classes in the category allocated to the training, library, historical, psychological, and planning and development occupational groups had previously received revisions in October 1967 and 1968.

For these groups a review date of June 29, 1969 had been established with new rates of pay to be determined for a one year term from that date. At year end, rates of pay for bargaining unit classes were still in dispute and the matter was before the Civil Service Arbitration Board.

A survey was made to determine rates of pay prevailing for psychologists, community planners, librarians, and speech therapists. In addition special studies were conducted on occupations such as community programs officers, chaplains, and industrial development officers.

#### OTHER ACTIVITIES

In early 1969 a survey of fringe benefits prevailing in 20 Ontario municipal police forces was conducted as a basis for assessing fringe benefits for the O.P.P.

In November 1969, the Civil Service Arbitration Board handed down an award recommending changes in certain benefits for employees in the bargaining unit of the classified service. Recommendations covered changes in such areas as hospital insurance, sick leave, vacations, and long-term income protection insurance. Although the benefit provisions will remain in force until September 30, 1971, a survey of benefits is planned for trend purposes early in 1970.

During 1969 we dealt with 86 formal written requests and numerous verbal inquiries from other organizations and individuals on wages, salaries, working conditions and benefits prevailing in the Ontario Public Service. Approximately 47 special projects were carried out to assist in the pay determination for new and restructured classes.

# Ontario Joint Council and Appeal Boards

## People in dialogue

*Mediation  
on salaries  
and improved  
working  
conditions  
for the  
Niagara  
Parks  
Commission  
police force*

Disagreements can be healthy, but disruptive if carried to extremes. The Ontario Joint Council provides the framework for negotiation, mediation and arbitration of disputes concerning working conditions and terms of employment.

The Public Service Grievance Board and the Classification Rating Committee provide independent and objective forums for final disposition of employee grievances.

### ONTARIO JOINT COUNCIL

The Ontario Joint Council comprises a chairman, who is not a voting member of the council, three Crown employees recommended by the Treasury Board, and three people recommended by the Civil Service Association of Ontario. These appointments are made by the Lieutenant-Governor-In-Council.

During the year, eight meetings were held to resolve differences including proposed new conditions of employment for unclassified staff. Mediation was successfully completed on salaries and improved working conditions for the Niagara Parks Commission police force.

Late in the year, an award was released by the Civil Service Arbitration Board on fringe benefits including vacation, sick leave, severance pay, long-term income protection, and life and health insurance.

A dispute concerning rates of pay for certain classes in the social services categories is presently before the arbitration board; administrative and scientific classes pay rates have been advanced to the mediation level. At year's end, several unresolved areas in the three-year collective agreement covering the plant staff at Ontario Water Resources were studied.

Negotiations continue on issues relating to pay benefits and general working conditions for personnel of the Niagara Parks Commission within the bargaining unit.

### APPEALS PROCEDURE

The appeals procedure for the Ontario Public Service is divided into two parts. One part provides for appeals to the Public

Service Grievance Board to arbitrate grievances in respect of terms of employment, working conditions, or discharge. Grievances in this area are processed in three steps within the department. In the third or final departmental step, the deputy minister of the department in which the grievance originates institutes an investigation and renders his decision. If the grievor is not satisfied with the decision of the deputy minister, he may appeal to the Public Service Grievance Board.

The other part of the appeals procedure provides for appeals on matters of classification. Where there is grievance that a position should be classified, or is improperly classified, the grievance is first presented to the immediate supervisor and then to the deputy minister of the department. If the person presenting the grievance is not satisfied with the decision of the deputy minister, he may present his case to the Chairman of the Civil Service Commission, who directs the matter to the Classification Rating Committee for a hearing.

#### PUBLIC SERVICE GRIEVANCE BOARD

During the year the Grievance Board received 63 applications for hearings. Nine of these grievances were withdrawn before hearing and three are pending.

The board convened 55 times with the result that 51 grievances were heard and the following decisions recorded:

Decisions in favour of administration	33
Decisions in favour of grievors	18

Professor R. Presgrave continued as chairman of the board. Frank E. Wood, OBE, secretary-treasurer and director of Ormiston Mining and Smelting Company; D.A. Crosbie, director of legal services of the Department of Highways; Mrs. Donna M. Hinchey, personnel manager of Maclean-Hunter Ltd.; Mrs. Elizabeth Smith, and D.Y. Lewis, executive director of property and planning at the Department of Public Works, remained as members of the board. Newest member is T.H. Trimble, deputy commissioner of the Ontario Provincial Police.

#### CLASSIFICATION RATING COMMITTEE

The Chairman of the Civil Service Commission referred a

Public  
Service  
Grievance  
Board  
received  
63 applications  
for hearings

total of 27 grievances to the Classification Rating Committee. Eleven were withdrawn before the hearing, 13 were heard, resulting in eight decisions supporting administration and two for the grievor while three were considered beyond the jurisdiction of the committee. Three hearings are pending.

Professor Presgrave continued as committee chairman. Mrs. Hinchey and Mrs. Smith continued as members.



# Planning and Audit

## Listening to people

*Interviewed  
337 persons  
in 216 jobs*

Planning and audit branch interviews employees about their jobs because this is the job of the auditor.

The information obtained is made available to management in order to assist them in the efficient administration of the 56,000 member Ontario Public Service.

A total of 337 people in 216 jobs were interviewed. The results have given senior staff a greater insight into the working performance of the Ontario Public Service. Though these figures are lower than last year, they reflect a greater degree of examination which, by its nature, took time.

Early in the year two projects were completed: audits of the conservation authorities branch, Department of Energy and Resources Management; and the community planning branch of the Department of Municipal Affairs.

Complete operational audits of five other branches were conducted: registrar general (Provincial Secretary and Citizenship); administrative services branch, cemeteries branch, and in the consumer protection division — real estate, used cars, mortgage brokers, collection agencies and bailiffs, and upholstered and stuffed articles (all in the Department of Financial and Commercial Affairs). We also began an operational audit of the probation services branch of the Department of Justice.

### SPECIAL STUDIES AND ASSIGNMENTS

Special assignments during the year included audits in the Health Insurance Registration Board and the Departments of Health, Highways, and Public Works plus the Ontario Housing Corporation. Preliminary reviews have been made in the operations of the juvenile detention and observation homes in the Department of Justice, to be followed by a detailed study by their personnel branch.

### OVERTIME AUDITS

Ninety-nine audits were conducted this year compared with just eight in the last four months of 1968. These audits were required by the Civil Service Commission prior to the issue of a certificate to allow cash payments to civil servants who had accumulated overtime credits but were unable to be granted



compensating leave.

Departments involved were: Highways (16 employees interviewed), Transport (49), Public Works (6), Civil Service (3), Justice (6), Social and Family Services (12), Provincial Secretary (2), and Health, Lands and Forests, Labour, Trade and Development, and the Ontario Housing Corporation (1 each).

In total, 57 employees were compensated for a total of 15,716 hours of overtime, to a value of \$47,206. Forty-two were compensated by other means.

# Administrative Services

## Facts for people

*Established  
service  
record  
information  
listing*

This branch is the storehouse of data required for personnel management decisions. Statistical information provided directly from computer files helps management pinpoint trends, follow personnel movements, and trace talent patterns within Ontario's Public Service.

The administrative services branch also deals with many other areas of operation, including perquisite charges, and the interpretation of many Ontario Public Service regulations concerning terms and conditions of service.

### SERVICE TO OPERATING DEPARTMENTS

In 1969, the administrative services branch processed nearly 146,000 personnel status transactions — a 3½% increase over 1968.

The management information services section completed the major portion of its plan to convert employee statistical data from manual and unit record to a computer based operation. Departments were provided with a new service on employees' information records; this is continually updated.

The branch continued its program of supplying unit record data processing facilities to several departments.

### INTERNAL SERVICES

Improving and revising accounting procedures for the temporary help program was a major project of 1969.

Early in the year, the temporary help payroll was partially converted to automatic data processing, thereby speeding the assembly of financial information and departmental billing for services provided. Later, computer based payroll for the temporary help program was designed by the Department of Highways personnel with the co-operation of the administrative services and recruitment branches.

The increased volume of billings to other departments for professional services especially in the temporary help and training areas required the establishment of an accounts receivable section. The volume of billing in 1969 was \$1,750,000.

*Streamlined  
accounting  
procedures  
for  
temporary help*

In the accounting area, bank reconciliation activity increased. New accounting and budgeting techniques were applied in the department's operations and a new coding system enabled better control of budgetary data and expenditures.

Two systems and procedures officers were appointed in 1969 to initiate data control, procedures review, manuals, and the organization of information for management use. An internal integrated procedures manual was one of the first projects undertaken.

#### PERQUISITES AND CREDITS

A review of accommodation charges for employees in government-owned housing was completed. During the year 37 accommodation units were added, and 12 were removed, for a net increase of 25 units. Payroll deductions for living accommodation, furnishings and meals — \$1,026,467.77 — were less than 1968. This reduction was due in part to the disposal of obsolete accommodation and changes in the method of payment for meals in some institutions.

Total number of gratuity payments to employees on separation increased 48% due in part to an increased number of superannuations and retirements.

<u>Year</u>	<u>Separations</u>	<u>No. Eligible for Gratuity</u>	<u>% Separations</u>	<u>Average Payments</u>	<u>Total Payments</u>
1969	8,743	2,114	24%	\$1,500.	\$3,172,341.57
1968	7,948	1,435	20%	\$1,337.	\$1,918,143.53
Increase over '68	795	679	4%	\$ 163.	\$1,254,198.04

# Employee Services

## Helping people

*Continued  
to provide  
diagnostic  
services*

Employees addicted to alcohol or suffering from related behavioural medical problems may look to this branch for assistance. In strictest confidence, trained counsellors will make every effort to assist any employee whose work is deteriorating because of alcoholism or other related problems.

### GENERAL

To help others, the employee services branch provides educational information programs for all levels of staff about alcoholism and the government's policy of rehabilitation. Counsellors consult and advise supervisors in the constructive management of people whose job performance is deteriorating because of excessive drinking and related behavioural problems.

We have witnessed dramatic recoveries. Some people, considered hopelessly entangled in their problem, are now productive. Several have been promoted.

We do not function as a disciplinary force. We do not attempt to prevent managers and supervisors from exercising their prerogative to dismiss an ineffective person. In fact, we may in some instances recommend dismissal as the only way a person can be made aware of the fact that he needs treatment.

### THE PROBLEM

There are an estimated 1,800 to 3,600 government employees whose work is seriously affected by alcoholism. We have projected our staff needs for the next five years so that eventually one counsellor will exist for each of the 10 economic regions of the province.

To date we have strengthened our central agency counselling staff to provide a confidential counselling service for those in departments not having their own counsellors. To make efficient use of this enlarged staff, counsellors are being assigned to help specific government departments. For areas outside Metro Toronto these counsellors will assess regional needs and identify treatment and social agencies.

## TRAINING AND DEVELOPMENT

We used monthly counsellor meetings to share information and examine specific areas of mutual concern. An intensive, one week training seminar for all counsellors was held at the staff development centre, Kempenfeldt Bay.

In 1969 we held three seminars-in-residence for senior personnel in departments who are in a position to offer guidance on the management of the 'problem employee'.

We have encouraged department training officers to include information on the government's policies and procedures concerning alcoholism. Work has begun on developing packages for the training officers' supervisory training programs. An important part of these packages will be a supervisory training manual — a basic handbook on dealing efficiently with people whose work is being affected by alcoholism.

## DEPARTMENT COUNSELLORS

Full-time counsellor positions exist in the Departments of Health, Correctional Services, Lands and Forests, and Labour. Part-time counsellors serve the Departments of Public Works, Transport, Agriculture, Treasury, and Highways.

Where no department counsellor has been appointed, the department uses the central agency. Where departments have established counselling positions, our counsellors act as consultants and information resources to complement the department's work.

## ASSISTANCE

Employees who are placed in the mandatory referral procedures are sent to the employee health services for diagnosis and referral to treatment if required.

### ADVISORY COMMITTEE

Under the chairmanship of Dr. J. Alan Long, the advisory committee met twice during the year. Because many counsellors are meeting a high proportion of people having emotional problems sometimes related to alcoholism, the committee recommended to the former chairman of the Civil Service Commission, A.T.C. McNab, that a sub-committee be formed of those expert in emotional illnesses.

Appointed to this committee were Dr. J. M. Griffin, general director of the Canadian Mental Health Association, Dr. H.W. Henderson, executive director, mental health division of the Department of Health, and Dr. Russell J. Birrell, former occupational health consultant to the Addiction Research Foundation. The sub-committee has submitted a report presently under study.

Employees who seek help voluntarily are assisted by counsellors to get treatment and rehabilitation aid from the employee health services or directly from such agencies as the Ontario Addiction Research Foundation clinics, the Donwood Foundation Hospital, Alcoholics Anonymous, Al-Anon, Harbour Light, Metro Toronto Credit Counselling Service, Family Service Bureau, Recovery Inc.



# Communications and Publicity

## Talking to people

*Assumed  
responsibility  
for  
placement  
advertising*

This section functions as a dual-purpose information bureau. To the external public we tell the Ontario Public Service story . . . who we are, what we do. Internally, we attempt to improve and strengthen communication lines between the Department of Civil Service and other departments.

### IN EDUCATIONAL AREAS

To obtain the top graduates in high schools, community colleges and universities we assisted the recruitment branch by preparing promotional materials outlining the Ontario Public Service function and emphasizing our reputation as one of the top employers in the province.

For high school students we prepared a pamphlet outlining career opportunities in the Ontario Public Service, and we talked directly to some high school students. An experimental program was conducted at one Metro Toronto high school, using a quiz format rather than the typical stand-up speaker. From our findings we have started work on a new approach to high school recruitment to be implemented in 1970.

We also assisted the recruitment branch with a one day seminar involving the Colleges of Applied Arts and Technology placement personnel, and personnel people from the departments of the Ontario Government.

To acquaint university students with the Ontario Public Service as an employer, its career opportunities, and its wide range of programs, a university recruitment brochure entitled "GO GOVERNMENT", was produced. This booklet listed job opportunities available for 1970 graduates.

Barnstorming sessions at four representative universities were conducted to acquaint students with the Ontario Public Service and eliminate preliminary discussion during actual interviews. Results from these sessions indicated increased numbers of qualified students requesting interviews.

Extensive advertising in campus newspapers prior to arrival on campus, also smoothed the university recruitment procedure.

## NEWSPAPER ADVERTISING

Midway through the year the section assumed responsibility for streamlining daily newspaper and trade magazine recruitment advertising. Direct responsibility for the visual and verbal content of ads was given to the section who in turn worked closely with an advertising agency.

## OTHER

For a second year we were involved in a program to recruit psychologists for employment in Ontario. This program was planned and implemented in conjunction with the Ontario Psychological Association. At the American Psychological Association convention in Washington, D.C. in September, 60 psychologists expressed interest in working in Ontario.

## INTERNAL

An initial review of the Ontario Public Service internal communication problem was explored. To improve lines of communication between the Commission and departments, an employee information program was launched. The first stage was the institution of a twice monthly tabloid newspaper, *topical*.

The first issue of *topical* was published in mid November and circulated to Ontario Public Service employees throughout the province.

Assisted by representatives in all operating departments, this newspaper attempts to complement direct personal communication by management, helps develop co-operation among all departments, informs employees about personnel policy affecting them, and outlines current government programs.

*topical* replaced the *TOPIC* bulletin and acts as a supplement to the magazine *TOPIC: Ontario*. In May of 1969 *TOPIC* magazine received the Gold Quill Certificate of Merit award from the American Association of Industrial Editors, "for outstanding employee-oriented corporate communications." *TOPIC* was one of 11 publications in North America including two in Canada to receive the award.

We were also involved in various service projects.

# Staff Development

## People learning

*Over 1,300  
employees  
explored  
a total  
of 62 courses*

The future of Ontario's Public Service is closely tied to people who are willing and able to acquire knowledge and learn new skills. Staff development, through its variety of training courses and related programs, offers Ontario Public Service employees the opportunities to expand their abilities.

### INTRODUCTION

During 1969, 1,327 employees (545 more than the previous year) participated in a total of 62 courses ranging from management sciences, to people management. This increase was due partly to publication of a calendar of courses and, mainly, to a shift in emphasis from omnibus courses to short specialized sessions, workshops and seminars.

But, however proportionately large the increase in course registrations, there is still a large body of managers and supervisors not being reached by the program. Therefore, we have designed instrumented courses which can be administered by supervisory staff in operating departments or others who do not necessarily have formal teaching skills. Several of the courses will be fully tested and available by mid-1970.

Considerable effort was spent during the year to create and test an original management development program dealing with management problems in a government setting. It is related to a relatively unexplored area of management — the exercise of power and influence. Our course is a week-long 'game'. The response has been so good that, with minor modifications to the one used in the senior officers' seminar at the staff centre in mid-1969, it is now included as a part of the government's general program of management development.

In the fall of 1969 our language training centre moved to new quarters leaving the staff centre at Kempenfeldt Bay available for residential management training. Plans were initiated to seek approval to build a permanent facility incorporating classroom and living quarters permitting year-round use of the staff centre.

### FRENCH AS A SECOND LANGUAGE

The French language program started at the 151 Bloor St. W. classrooms, with eight regular classes for civil servants. More

than 80 government employees attended.

Fifteen immersion courses were held between January and August; four in Hull, Quebec; five in Terra Cotta, Ontario; and six in Kempenfeldt Bay. A total of 110 attended.

After the move to 296 Lawrence Avenue East, Toronto, we started partial immersion courses — lasting a minimum total of eight weeks a year — made up of four separate two-week sessions for 350 hours of classroom instruction.

As the year closed, 17 groups involving 112 students (55 Toronto — 57 field) completed the first two-week session, with four of the 17 groups finishing their second session.

During the last three months of the year we introduced two special programs:

- ☐ Course A: two one-hour sessions two mornings a week; and
- ☐ Course B: two 2 1/2 hour sessions two evenings a week.

Course A, held at the Macdonald Block, started with 38 students in four groups. Course B, conducted at the French language training center, began with 143 students in 11 groups.

While French was the main language taught by the training program during the year, the Toronto centre heard the sounds of the Orient as 44 people including 16 members of the Ontario Provincial Police, learned conversational Japanese. These people will act as hostesses, hosts, and security officers at the Ontario Pavilion at Osaka. They studied the language under teachers from the special projects and planning division of the Department of Trade and Development's Expo '70 office.

#### PERSONNEL RESEARCH SECTION

The major research emphasis of 1969 was in areas of selection and employee development, with increasing interest in research methodology.

#### SELECTION CRITERIA

A longitudinal study of tests as aids in screening applicants



for specialized clerical tasks was completed in 1969. In addition, the relevance of other criteria such as educational requirements in prediction of job performance are now being investigated.

#### PROMOTION AND TURNOVER

Two studies of employment terminations were conducted to determine whether certain characteristics differentiated those employees who remained from those who did not. In one of the job classifications studied the relationship between performance and tenure was also investigated. In another area, that of a cross departmental professional classification, promotional patterns over a 5-year period are being studied. Within another departmental branch, a study is being made of a specialized clerical function as related to turnover and morale problems.

#### EVALUATION OF TRAINING

Two training studies were completed in 1969, an evaluation of the Blake Grid Seminar for senior management, and a report on an orientation and development program for a professional classification. A preliminary study of a departmental trainee program was completed and is being followed by a more intensive study which will encompass training needs and objectives as well as methods.

#### BASIC RESEARCH

The first phase of an investigation of means of assessing training needs was completed. A methodology for identifying training needs was developed and applied in a branch of a medium size department. Further experience with the instrument is planned in other organizations.

Current department employee evaluation methods are not useful as criteria in effective personnel research. A study of methodology in performance assessment has been initiated in one major area, that of clerical staff. Such a study involves the development of criteria which are discriminating and measurable.

Staff development courses	1969	1968	1967
Senior officers' conference	1 (23)	2 (47)	2 (59)
Senior officers' seminar	1 (23)	1 (19)	1 (23)
Blake managerial grid	1 (23)	1 (15)	1 (17)
Management development	5 (103)	6 (129)	3 (68)
Supervisory training	8 (131)	16 (331)	7 (162)
Supervisory training at OMSID	—	—	3 (63)
Supervisory training outside Toronto	—	—	15 (448)
Systems and procedures	1 (10)	1 (16)	1 (20)
Statistics	3 (53)	2 (34)	2 (39)
Filing systems workshop	—	2 (41)	2 (42)
Skills instruction	4 (59)	2 (33)	1 (10)
Training officers' seminar	—	1 (27)	—
IDEALS seminar	1 (33)	3 (51)	—
Data processing seminar	4 (74)	2 (34)	—
Office management	3 (59)	—	—
Records management	2 (40)	—	—
Creative problem solving	2 (42)	—	—
PPBS seminar	3 (52)	—	—
Management by objectives seminar	3 (62)	—	—
Financial administration	2 (30)	—	—
Secretarial	2 (46)	—	—
Personnel administration	2 (42)	—	—
Personnel practices	3 (57)	—	—
Problem employee seminar	3 (38)	—	—
Public relations	3 (64)	—	—
Internal consultants	2 (43)	—	—
Interviewing and counselling	3 (39)	—	—
Group dynamics	1 (15)	—	—
Communication workshop	1 (21)	—	—
Conference leadership	2 (43)	—	—
Effective speaking	2 (29)	—	—
Administrative and management theory	1 (18)	—	—
Decision making theory	1 (9)	—	—
Motivation and productivity	2 (28)	—	—
Management science	1 (13)	—	—
Administrative training program	1 (5)	1 (5)	1 (8)
Total approved courses	62(1327)	45(782)	33(959)
Educational leaves			
16a (with pay, full support)	58	75	62
16b (bursary assistance)	49	40	42
16c (without pay)	35	29	22
16d (resignation with benefit retention)	22	13	5



# FRENCH LANGUAGE PROGRAM

As of December 15, 1969

Departments	Partial Immersion		Morning twice a week	Evening twice a week	Total
	Toronto	Field			
Agriculture & Food	4	17	5	12	38
Civil Service	3		2	1	6
Correctional Services	1	1		10	12
Education	19	9	4	6	38
Energy & Resources	3				3
Financial & Comm. Affairs				1	1
Health	3	3	7	14	27
Highways		8			8
Justice	9	35	35	1	80
Ont. Provincial Police	4	5			9
Labour	7	33	3	2	45
Lands & Forests	11	2		41	54
Mines	5			3	8
Municipal Affairs	1				1
Provincial Auditor				1	1
Provincial Secty. & Citz.*	1		2		3
Prime Minister	1				1
Public Works	7		6	22	35
Revenue & Treasury & Econ.	8		1	27	36
Social & Family Services				15	15
Tourism & Information	4	6		8	18
Trade & Development	7		3	20	30
Transport	4				4
Treasury Board			2	7	9
University Affairs	3			16	19
TOTAL	105	119	70	207	501

\* 33 Nominations received from the Department of Municipal Affairs.  
One nominee — Member of the Ontario Municipal Board — on course.

\* 20 Nominations from the Department of Provincial Secretary & Citizenship  
— 3 on course.

# Statistics

## Distribution of Appointments

### BY AGE INTERVALS

	1969	
	No.	%
Under 20	1,101	10.7
20 - 24	3,565	34.6
25 - 29	1,646	16.0
30 - 34	969	9.4
35 - 39	727	7.0
40 - 44	711	6.9
45 - 49	697	6.7
50 - 54	439	4.2
55 - 59	300	2.9
60 and over	160	1.6
TOTAL:	10,315	100.0

### BY SALARY INTERVALS

	1968		1969	
	No.	%	No.	%
Under 3,500	1,683	13.7	770	7.5
3,500 - 3,999	3,351	27.3	1,517	14.7
4,000 - 4,499	2,164	17.6	2,969	28.8
4,500 - 4,999	916	7.5	1,438	13.9
5,000 - 5,999	1,993	16.2	1,187	11.5
6,000 - 6,999	953	7.8	1,071	10.4
7,000 - 9,999	864	7.0	908	8.8
10,000 and over	350	2.9	455	4.4
TOTAL:	12,274	100.0	10,315	100.0

### BY STAFF TYPE AND SEX

	1968			1969		
	Males	Females	Total	Males	Females	Total
New Recruits	5,435	5,250	10,685	4,065	4,978	9,043
Re-Employed	385	502	887	314	573	887
Transfers from						
Unclassified	455	247	702	232	153	385
TOTAL:	6,275	5,999	12,274	4,611	5,704	10,315

# Distribution of Total Staff

## BY YEARS OF SERVICE

	1968		1969	
	No.	%	No.	%
Under 1	7,453	13.4	7,331	12.8
1 – 2	6,681	12.0	6,290	11.0
2 – 3	5,698	10.2	5,489	9.5
3 – 4	4,308	7.7	4,994	8.7
4 – 5	3,140	5.6	3,880	6.8
5 – 9	10,990	19.7	11,106	19.4
10 – 14	9,573	17.2	9,821	17.1
15 – 19	4,236	7.6	4,556	7.9
20 – 24	2,327	4.2	2,610	4.5
25 and over	<u>1,385</u>	<u>2.4</u>	<u>1,298</u>	<u>2.3</u>
TOTAL:	55,791	100.0	57,375	100.0

## Civil Service Enrolment

Departments	TOTAL STAFF December 31, 1968	Appointments	Separations	Inter-Departmental Transfers		TOTAL STAFF December 31, 1969	% Changes
				In	Out		
Culture and Food	1,305	269	155	6	6	1,419	8.7
Centennial Centre of Science							
Technology	37	66	7	10	4	102	175.7
Service	174	38	26	15	18	183	5.2
Computer Services Centre	18	20	5	34	18	49	172.2
Sectional Services	310	43	37	16	10	322	3.9
County Jails	916	110	115	33	6	938	2.4
District Jails	220	10	10	2	0	222	.9
Reformatories	2,133	330	236	12	55	2,184	2.4
Education	2,409	372	581	16	25	2,191	-9.0
Industry and Resources Management	182	53	40	185	5	375	106.0
Financial and Commercial Affairs	284	80	59	116	5	416	46.5
Health	2,062	970	420	64	263	2,421	17.2
Health Insurance Registration							
Board	1,038	508	234	3	28	1,287	24.0
Hospitals	15,055	2,981	2,789	99	101	15,245	1.3
Highways	10,465	704	1,172	13	32	9,978	-4.7
Police	2,796	1,003	508	43	23	3,311	18.4
Ontario Provincial Police	4,378	539	432	21	19	4,487	2.5
Tourism	950	220	153	10	14	1,013	6.6
Conservation and Forests	3,005	348	285	82	86	3,066	2.0
Attorney-General	2	-	1	-	-	1	-50.0
Public Works	303	77	60	5	5	322	5.9
Municipal Affairs	407	124	62	23	13	479	17.7
Ontario Development Corporation	93	16	12	7	4	100	7.5
Minister of the Environment	31	4	5	2	2	30	3.2
Financial Auditor	87	18	15	2	1	91	4.6
Financial Secretary & Citizenship	409	85	94	4	125	279	-31.8
Public Works	1,707	244	286	73	77	1,661	2.7
Revenue	1,364	263	288	9	48	1,300	4.7
Family & Social Services	1,101	279	198	23	17	1,188	7.9
Information & Communications	280	52	51	62	5	338	20.7
Planning and Development	508	184	113	12	13	578	13.8
Transport	1,314	143	204	15	20	1,248	-5.3
Industry and Economics	316	107	59	47	24	387	22.5
Library Board Secretariat	72	22	10	11	6	89	23.6
University Affairs	60	33	21	7	4	75	25.0
TOTAL:	55,791	10,315	8,743	1,082	1,082	57,375	2.8

## Total Service Distribution

### BY AGE INTERVALS

	1968		1969	
	No.	%	No.	%
Under 25	9,133	16.4	9,307	16.2
25 - 34	11,910	21.3	12,692	22.2
35 - 44	11,581	20.8	11,710	20.4
45 and over	<u>23,167</u>	<u>41.5</u>	<u>23,666</u>	<u>41.2</u>
TOTAL:	55,791	100.0	57,375	100.0

### BY SALARY INTERVALS

	1968			1969		
	No.	%	Cumulative Percentage	No.	%	Cumulative Percentage
Under 3,500	1,376	2.5	2.5	421	.7	.7
3,500 - 3,999	2,527	4.5	6.9	997	1.7	2.4
4,000 - 4,499	8,566	15.4	22.3	4,568	8.0	10.4
4,500 - 4,999	8,150	14.6	36.9	6,536	11.3	21.7
5,000 - 5,999	13,893	24.9	61.8	16,350	28.5	50.2
6,000 - 6,999	7,723	13.8	75.7	8,737	15.2	65.4
7,000 - 9,999	9,171	16.4	92.1	14,230	25.0	90.4
10,000 & over	<u>4,385</u>	<u>7.9</u>	<u>100.0</u>	<u>5,536</u>	<u>9.6</u>	<u>100.0</u>
TOTAL:	55,791	100.0	100.0	57,375	100.0	100.0

### BY SEX

	1968		1969	
	No.	%	No.	%
Males	35,560	63.7	35,814	62.4
Females—Single	9,073	16.3	9,279	16.2
Females—Married	<u>11,158</u>	<u>20.0</u>	<u>12,282</u>	<u>21.4</u>
TOTAL:	55,791	100.0	57,375	100.0

### BY STAFF TYPE

	1968		1969	
	No.	%	No.	%
Regular	44,337	79.5	46,964	81.9
Probationary	<u>11,454</u>	<u>20.5</u>	<u>10,411</u>	<u>18.1</u>
TOTAL:	55,791	100.0	57,375	100.0

## Comparative Turnover Rates

### BY TOTAL STAFF

	1968 Percentage	1969 Percentage
Regular	7.6	9.9
Probationary	35.8	39.4
Male	10.3	12.3
Female	18.6	20.2
Total All Staff	13.3	15.2

### BY AGE INTERVALS

	1968 Percentage	1969 Percentage
Under 25	29.5	31.9
25 - 34	16.8	18.4
35 - 44	7.6	9.1
45 and over	8.0	10.0

### BY SALARY INTERVALS

	1968 Percentage	1969 Percentage
Under 3,500	32.6	68.6
3,500 - 3,999	39.0	85.5
4,000 - 4,499	15.5	32.7
4,500 - 4,999	10.0	27.4
5,000 - 5,999	7.6	12.1
6,000 - 6,999	7.5	9.0
7,000 - 9,999	7.3	6.9
10,000 and over	9.1	10.5

## Approximate Annual Payroll for Classified Staff

Year	Million Dollars	Increase	
		Amount	Percent
1966	\$ 247.0	32.3	15.0
1967	\$ 296.2	49.2	19.9
1968	\$ 350.3	54.1	18.3
1969	\$ 396.0	45.7	13.0



## Average Salaries

Calendar Year	Annual Amount	Weekly Amount	Increase	
			Amount	Percent
1966	5,386	103.58	408	8.2
1967	5,865	112.79	479	8.9
1968	6,286	120.88	421	7.2
1969	6,902	132.73	616	9.8

### COMPARISON OF ONTARIO AND CANADIAN INDUSTRIAL COMPOSITE AVERAGE WEEKLY WAGES TO ONTARIO GOVERNMENT AVERAGE WEEKLY WAGES—1968-1969

	1968	1969
Canadian (Industry)	109.88	117.71
Ontario (Industry)	113.52	121.52
Ontario (Government)	120.88	132.73

## Percentage Distribution of Separations

### BY AGE INTERVALS

	1969	
	No.	%
Under 20	413	4.7
20 - 24	2,553	29.2
25 - 29	1,567	17.9
30 - 34	764	8.7
35 - 39	581	6.6
40 - 44	487	5.7
45 - 49	473	5.4
50 - 54	361	4.1
55 - 59	332	3.8
60 and over	1,212	13.9
TOTAL:	8,743	100.0

### BY SALARY INTERVALS

	1968		1969	
	No.	%	No.	%
Under 3,500	775	11.0	289	3.3
3,500 - 3,999	1,796	25.5	854	9.8
4,000 - 4,499	1,511	21.4	1,492	17.0
4,500 - 4,999	725	10.3	1,790	20.5
5,000 - 5,999	831	11.8	1,977	22.6
6,000 - 6,999	474	6.7	783	9.0
7,000 - 9,999	572	8.1	979	11.2
10,000 and over	364	5.2	579	6.6
TOTAL:	7,048	100.0	8,743	100.0

# REASON AND SEX

Reason	1968			1969		
	Males	Females	Total	Males	Females	Total
gnation	2,709	3,167	5,876	3,163	3,832	6,995
nissal	162	99	261	183	131	314
rannuation	313	122	435	533	211	744
ement	111	59	170	244	118	362
h	158	25	183	240	46	286
sfer to Another						
ublic Service						
urisdiction	<u>81</u>	<u>42</u>	<u>123</u>	<u>27</u>	<u>15</u>	<u>42</u>
TOTAL:	3,534	3,514	7,048	4,390	4,353	8,743



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CIVIL ENGINEERING  
CONCRETE  
(C.O. HADDO)

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No. 35



CIVIL SERVICE  
COMMISSION  
of ONTARIO

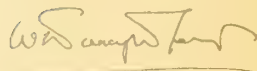
1970  
ANNUAL REPORT



His Honour,  
The Lieutenant Governor of  
the Province of Ontario.

May it please your Honour:

The undersigned respectfully presents the  
annual report of the Civil Service Commis-  
sion of Ontario for the year ended Decem-  
ber 31, 1970.



Hon. W. Darcy McKeough,  
Treasurer of Ontario and  
Minister of Economics

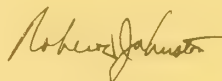
The Honourable W. Darcy McKeough,  
Treasurer of Ontario and  
Minister of Economics.

Sir:

We are pleased to forward to you the  
annual report of the Civil Service Com-  
mission and the Department of Civil  
Service for the year ended December 31,  
1970.



W.A.B. Anderson,  
Chairman,  
Civil Service Commission



R.D. Johnston,  
Deputy Minister,  
Department of Civil Service.

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LISTENING TO PEOPLE	12
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Minister to whom the  
Commission reports

**Civil Service Commission**

Chairman  
Commissioner  
Commissioner  
Commissioner  
Secretary

**Department of Civil Service**

Deputy Minister  
Executive Director  
Administrative Services  
Recruitment  
Staff Development and Personnel Research  
Pay and Classification Standards  
Planning and Audit  
Employee Services

**Ontario Joint Council**

Chairman  
Government Representatives

**Civil Service Association Representatives**

Secretary  
**Public Service Grievance Board**  
Chairman  
Members

Secretary  
**Classification Rating Committee**  
Chairman  
Members

Secretary

**Hon. W. Darcy McKeough,  
Treasurer of Ontario and  
Minister of Economics**

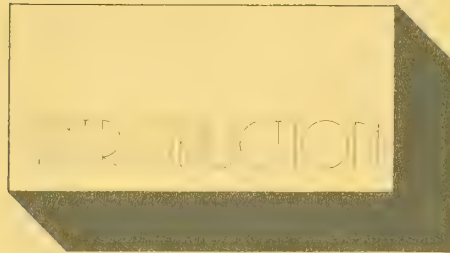
W.A.B. Anderson  
G.H.U. Bayly  
T.M. Eberlee  
A.T.C. McNab  
Mrs. K.H. Mitchell

R.D. Johnston  
H. Copland  
H.F. Goss  
Mrs. E.M. McLellan  
S. Davidovich  
K.W. Skelton  
M.L. Jeffery  
G.M. Patrick

A.R. Dick, Q.C.  
R.D. Johnston  
H. Copland  
J.R. Scott  
G.T. Gemmell  
H.E. Bowen  
N. Phelps

Professor R. Presgrave  
D.A. Crosbie  
Mrs. D.M. Hinchey  
D.Y. Lewis  
Mrs. Elizabeth Smith  
F.E. Wood  
T.H. Trimble  
N. Phelps

Professor R. Presgrave  
Mrs. D.M. Hinchey  
Mrs. Elizabeth Smith  
J.A. Sarjeant  
N. Phelps



Changes in personnel management are just as inevitable in to-day's environment as in other areas. As developments occur in Government administration reflecting technological and social changes, so must personnel management be in accord with the times.

This report will deal with changes which are taking place within the Civil Service Commission and the Department of Civil Service to meet the growing service needs.

The most obvious developments are in line with the increased accountability and responsibility of managers in the service. All Government operations are dependent on the effective employment of people and the responsibility to ensure this is one that must be shared with managers who are accountable and responsible for the results.

The Civil Service Commission, with its operating arm the Department of Civil Service is moving toward a primary role of providing standards and guidelines for the use of responsible management. Thus, the pay and classification standards branch is gradually delegating authority to operating departments for position classification thereby enabling the staff of the branch to concentrate on developing class standards, employing the latest job evaluation tech-

niques, and providing consultative services by way of review and training programs.

The staff development and research branch is concentrating on identifying training needs, on designing courses and helping departments to establish their own staff development programs.

The recruitment branch, in its infancy ten years ago, has matured into a highly functional and specialized branch providing new and expanded recruitment and staffing services to all departments.

These three examples are illustrative of changes which are more thoroughly explained in the body of this report.

The report is concerned with change . . . change directed to making a helpful and significant contribution to the recruitment, training, compensation and information programs of departments who employ 60,000 public servants.



## RECRUITMENT

**This branch, in its infancy 10 years ago, has matured into a highly functional and specialized unit providing pertinent and expanded recruitment, staffing and information services to all departments.**

Through the 60's the function of the recruitment branch has evolved. The use of placement advertising to obtain the right people was introduced and functional specialization in recruiting instituted.

In 1970 the recruitment branch continued to refer qualified people to departments and to offer a centralized information service which outlined employment opportunities and careers in the Ontario Public Service to members of the public and to employees already in the service.

In keeping with the delegation of more authority to departments and greater sharing of staffing responsibility with them in 1970, the recruitment branch was made responsible for the development and maintenance of staffing standards.

These standards express the man requirements for the skills and knowledge set out in the class standards. They give departments flexibility in matching persons to

positions while ensuring objectivity and consistency in applying the merit principle, namely, that appointment to a position is made on the basis of the most suitable qualifications for the position.

Service to departments and employees was increased, especially with the newly implemented skills inventory (SIFT) program. At the same time centralized controls were relaxed in favour of greater delegated authority for staffing to departments for the promotion of their staff.

To accommodate this change in direction, the recruitment branch was reorganized in April into four main sections: recruitment services, employment services, temporary help services and communications and publicity.

A staff seminar was held at the department's training centre at Kempenfeldt Bay in September. The objectives of the seminar were to determine a clearer understanding of the branch's role and goals.

### Temporary help services

Computerization was a major factor in the streamlining of the administration of the temporary help services program. In January 1970 the payroll for the 4,000 persons registered with the program was

switched to a computer operation, processed at the Department of Highways' electronic computer.

The temporary help services program filled 5,687 assignments during the year and also arranged temporary student employment. In the summer of 1970, 594 students were placed in temporary positions. Departments using the temporary help services do so on a voluntary basis.

**Recruitment services**

In the general recruiting area the branch experienced continued difficulty in obtaining suitable candidates for positions in the social services category, but the demand for such professionally trained persons was down from 1969.

Candidates for planning, programming and budgeting systems were in short supply but availability of well-qualified persons in the systems and programming area increased due to cutbacks by industry.

A special and major recruiting project for the province-wide cottage pollution program was conducted with the environmental health services branch, Department of Health.

**Universities, schools and colleges**

More students than ever before sought information about jobs and career opportunities in the Ontario Public Service. Information was given these students through regular on-campus visits and interviews as well as attendance at special career days at four Ontario universities.

The branch also stepped up its work with colleges of applied arts and technology. Ontario Public Service representatives attended special career sessions at the colleges and a special study of CAAT graduates already hired is now underway. This study is designed to clarify the job potential of graduates from colleges of applied arts and technology. College graduates and their supervisors, will be surveyed several times during this period to determine the students' abilities and attitudes as well as finding out how supervisors feel they are handling their jobs.

The approach of the Department of Civil Service at high schools is not that of active recruiting, but more in the form of discussion about job opportunities with the Ontario Public Service after students have finished various secondary levels of education. Work weeks in government offices were arranged for student groups.

The graduate inventory file maintained by the university, school and college liaison officer offered suitable candidates to departments interested in entry level or trainee staff to fill vacancies.

The Ontario-Quebec Permanent Commission enlisted the assistance of this unit to identify Ontario students for placement with the Quebec Government in a student exchange program. Many students from across the province were interviewed and 10 Ontario students were placed.

**Summer Student Employment**

Although the Ontario Public Service follows a policy whereby departments hire their own summer students, the Department of Civil Service entered the picture because of the marked increase in number of students looking for summer employment in the government.

The recruitment branch convened an interdepartmental committee to review the hiring of summer staff and to recommend ways of improving our approach to students. As a result, a special summer student application form was made available to students by the recruitment branch and acknowledgement procedures by departments were standardized.



## Manpower

The manpower resources unit was mainly occupied with organizing the SIFT system. This effort involved a policy and procedures manual, numerous forms, a coding system and training of staff.

This unit is also responsible for the monthly job vacancy record which is required by the Dominion Bureau of Statistics and covers all active vacancies throughout the Ontario Public Service.

## New Programs — SIFT

The SIFT program was organized as a 17-month pilot project to test the effectiveness of internal recruitment through a skills inventory system.

SIFT was designed to provide an up-to-date record of the qualifications of all employees in the clerical and related series, who wished to be considered for interdepartmental promotion, for matching against the requirements of a position vacancy.

Registration initially was confined to employees located in the Metropolitan Toronto area who are interested in positions in general clerical, filing, supply, purchasing and junior accounting.

By the end of 1970 over 800 employees

had applied for registration with the majority meeting all the registration criteria.

The SIFT program is designed to demonstrate to operating departments that this method of internal recruiting gives better results in a much shortened time span than under any previous system. The program is also intended to reassure employees that an internal recruiting function works in their interests and that those employees wishing promotion or transfer are considered for every position listed with the recruitment branch, for which they have the required qualifications.

## Communications and Publicity

This section plans and implements an internal and external information and communications program.

To assist the recruitment branch in obtaining top university graduates it revised a recruiting booklet, developed a two page insertion for the University and College Placement Associations employment opportunities handbook, prepared advertising copy for campus newspapers, and assisted with student information seminars at four campuses.

For high school students it prepared a pamphlet entitled "What goes on here";

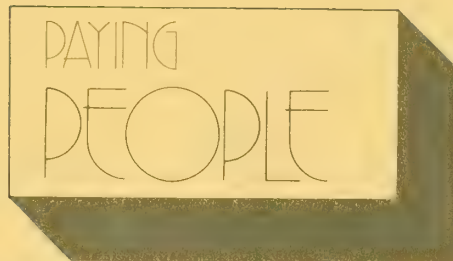
for high school guidance counsellors a handbook outlining job opportunities in the Ontario Public Service.

*topical* was the main vehicle in our internal communications program. Topic magazine was discontinued in the spring of this year, and was replaced by *topical* quarterly in the fall.

A new and needed item in the service-wide internal communications program was a kit for new Ontario Public Service employees, entitled "What's it like to work for a giant?" More than 10,000 copies were distributed to operating departments complete with an accompanying benefits booklet.

As a communications project within the Department of Civil Service, the communications and publicity section instituted a weekly newsletter *civil writes*.

This section is also responsible for printed material such as the consolidation of the Public Service Act and Regulations, the annual report and advertisements for staff which appear in daily newspapers and trade journals.



## **PAY AND CLASSIFICATION STANDARDS**

**The main purpose of this branch is to price all jobs in the Ontario Public Service and to develop and maintain the standards by which the worth of individual jobs can be determined.**

During the early 60's this branch was responsible for all position classification. In 1966 a limited form of delegation was tried which, for a relatively small number of classes, permitted departmental personnel officers to assign positions to designated classes and to certify as qualified those employees promoted to or assigned to these positions. These transactions were checked by our own classification officers prior to certification.

This year the Civil Service Commission authorized a broader delegation of authority to deputy ministers to classify positions in the bargaining unit. During 1970, delegation was made to the Departments of Health, Highways, Lands and Forests, Correctional Services, Energy and Resources Management, Labour, Public Works, Social and Family Services, and Transport.

A classification review section was established to service the delegated classification program which started in July 1970.

This program falls into three functional divisions: review, consultative services and training.

The review activity consists of examining the operations in each department related to delegated classification authority, in order to report to the individual deputy ministers on the effectiveness of their programs.

Consultative service is available to any of the operating departments to help them resolve difficult classification problems. The service is provided on a request basis and is designed to help departmental staff do the best possible job of classifying positions in delegated classes.

Training is a new responsibility instituted to equip all classification technicians with a comprehensive knowledge of the compensation field.

## **Pay Research SURVEYS**

Major surveys conducted during the year covered classifications in the social services and operational services categories. Pay rate surveys were conducted in general hospitals, boards of education, federal, other provincial and municipal government jurisdictions, social service agencies, universities, and industrial organizations for

positions comparable to community development officers, librarians, archivists, social workers, welfare field workers, psychologists, nurses, occupational therapists, community planners and industrial development officers employed in the Ontario Public Service.

Operational services surveys covered positions such as steam plant engineer, maintenance electrician, automotive mechanic, driver, manual worker, cook, laundry worker, nursing assistant, supply clerk, industrial safety inspector and boiler inspector.

On a co-operative basis with officers of the Pay Research Bureau, Ottawa, a survey into fringe benefits was carried out early in 1970.

## **Future Plans**

Present plans and efforts will continue to create a more streamlined occupational group structure and a simplified, flexible job evaluations and pay plans to replace the cumbersome structures currently in existence. Once the delegated classification program has been in effect long enough for us to get some operating experience, further developments are almost inevitable.

By giving operating departments more responsibility and involving line management in pay and classification matters, the branch breaks with tradition by assuming more of a service role and less of a detailed control function.



## ONTARIO JOINT COUNCIL AND APPEAL BOARDS

The bargaining process is a meeting of minds and eventual resolution of issues by orderly discussion, analysis and negotiation. Within the Ontario Public Service the bargaining process and accompanying appeals procedures have become more sophisticated in the past decade.

Ten years ago a major change in the appeals system consolidated all types of employee appeals into one procedure. The amended procedure which became effective in 1961 provided that appeals against discharge and concerning working conditions would be heard by the Public Service Grievance Board. Appeals against classification previously heard by the Civil Service Commission would be heard by a Classification Rating Committee under the new procedure.

The Public Service Grievance Board and Classification Rating Committee continue as the two appeals procedures. They provide independent and objective forums for employees to present grievances and receive final and binding decisions.

In 1963 the Ontario Joint Council was established as the agency for negotiations between public servants and the govern-

ment on matters concerning terms of employment, including working conditions, remuneration, leaves and hours of work. Today the council continues to provide the required framework for negotiation, mediation and arbitration of disputes concerning working conditions and terms of employment.

### Ontario Joint Council

During the year, three meetings were held. Regulations under the Public Service Act relating to employees in the unclassified service were revised. Mediation proved successful in bringing the parties together in matters concerning non-academic employees in the Colleges of Applied Arts and Technology.

Awards were also released by the Civil Service Arbitration Board increasing rates of pay for classes in the social service, administrative, and scientific and technical categories.

### Appeals Procedure

The Public Service Grievance Board arbitrates grievances in respect of terms of employment, working conditions, or discharge. Grievances in this area are processed in three steps within the department. In the third or final departmental step, the

deputy minister of the department in which the grievance originates institutes an investigation and renders his decision. If the grievor is not satisfied with the decision of the deputy minister, he may appeal to the Public Service Grievance Board.

The board convened 61 times and 51 grievances were heard.

Appeals on matters of classification follow a separate procedure. Where there is grievance that a position should be classified, or is improperly classified, the grievance is first presented to the immediate supervisor and then to the deputy minister of the department. If the person presenting the grievance is not satisfied with the decision of the deputy minister, he may present his case to the chairman of the Civil Service Commission, who then directs the matter to the Classification Rating Committee for a hearing.

The chairman of the Civil Service Commission referred a total of 52 grievances to the Classification Rating Committee.

J.A. Sarjeant, a management consultant, was appointed to the committee in the past year.





## PLANNING AND AUDIT

Through the medium of operational audits at head office and field locations of operating departments and agencies, this branch examines the application of personnel policies, standards and procedures, as determined by the Civil Service Commission and the Department of Civil Service.

In 1963 the planning and audit section was formed. Then, its main purpose was to review departmental organizational structures and compare them with the formal organization charts and with position specifications. Today its functions have moved far beyond position administration work.

In 1970, in addition to operational audits, branch employees assisted line managers and personnel officers by providing information, advice and suggestions to resolve personnel and administrative problems related to policies, standards and procedures of the central personnel agency.

They also provided the Civil Service Commission and the Department of Civil Service with up-to-date information on departmental activities related to policies, standards and procedures and recommended changes if they were indicated.

## Completed Programs

Eight operational audits were completed representing audit assignments in seven different departments and agencies. At year's end two were still in progress.

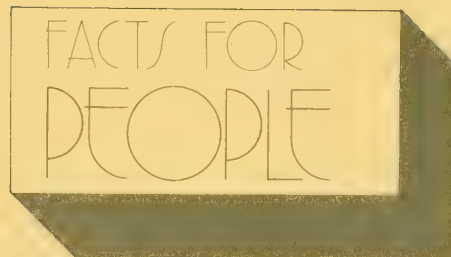
Special assignments included four significant surveys requiring contact with all departments and agencies. Overtime audits represented a check of records for over 100 employees in 15 different departments and agencies.

In the area of operational auditing and special assignments, the emphasis continued to be in the direction of relating what people actually do in their jobs to the activities expected of them by management and subsequently informing management of the findings, augmented by suggestions for improvement where indicated.

## Future Plans

For 1971 the branch proposes further development of the techniques and skills of the audit officers by providing formal training and exposure to government operations, and by arranging assignments in branches not previously subjected to audit.

Approximately 5% of an auditor's time is devoted to development of general management knowledge and audit skills by attendance at formal courses and seminars and study of related technical publications.



## ADMINISTRATIVE SERVICES

The administrative services branch through the management information section is the employee information centre for the Ontario Public Service, providing accurate, up-to-date employee statistical information for management. The branch also maintains the Department's centralized budgeting, accounting, payroll, purchasing and systems and procedures functions.

**Perquisites on employee occupied government-owned housing units and assistance with service wide United Appeal and other community drives is also given.**

Although the function of the administrative services branch has remained basically the same since its establishment in 1962, the methods employed to provide service have changed.

Personnel management in the Ontario Public Service requires a constant supply of current data. The management information section is able to offer government departments data on present and past employees in a variety of ways — by age, sex, salary range, education, etc.

Other services provided to operating departments include United Appeal co-ordination, a draft manual of personnel

administration regulations and directives and supplying administrative services to the quarter-century club, a group established for employees with at least 25 years service.

Administration of accommodation charges for employees occupying government-owned houses is another activity of the branch. A periodic review of government housing in the province is used to report on the need to revise rental charges.

Audit of gratuity payments for eligible Ontario Public Service employees upon separation from the service is the responsibility of the perquisites and credits section.

This branch also provides many internal services to its own department. The departmental accountant instituted new monthly reports to branch heads, to outline current financial positions. He worked closely with the government accounts branch in streamlining accounting functions and setting up the department budget.

Purchasing, mail and messenger, expense account, and other office services were also provided.

The systems and procedures section created in 1969, completed several systems studies, proposed a systems manual to be used by the department and designed new forms for use in various branch operations.





## EMPLOYEE SERVICES

Four years ago the Department of Civil Service established the employee services branch. Its program — the rehabilitation of employees whose job performance suffered through alcoholism and related behavioural problems.

This branch is now responsible for the establishment of standards and procedures to guide departments in dealing with employees suffering from alcoholism and related behavioural disabilities.

The main purpose of the employee services branch is to provide a consultative, advisory, educational and counselling service to departments of the Government of Ontario in order to implement the government's policy related to alcoholism among Ontario Public Service employees.

The branch is also charged with responsibility of developing helpful relationships with specialized alcoholism treatment resources and social agencies which may help employees recover their health and resume normal performance of their duties. The development of staff education and training programs to assist departments to prepare supervisors, at all levels, for their responsibilities in administering the government's policy, is another responsibility of

this branch.

During the year a complete revision of procedures and guidelines for management was undertaken. Training packages were developed for use by staff development officers in departments.

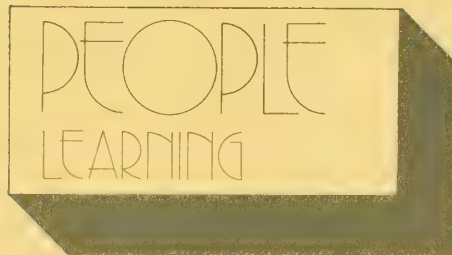
A definite move towards a better integration of service to departments is now possible. Those departments without a counsellor, in particular, are becoming aware of the assistance available to deal with the difficult employee problems and the training of supervisors to administer procedures under the policy.

The staff has established contacts in all parts of the province as a beginning to an intensification of service outside the Metropolitan Toronto area.

The purpose will be to determine to what extent strategically-located civil servants, who have a natural ability to counsel, can be recruited and trained to serve fellow employees in a particular work area.

By locating a staff member near the working environment of employees we expect more helpful relationships can be developed between the supervisor, the troubled employee and the helping agency. It is hoped too that increased contact with

key managers in the area will have a positive effect on the development of supervisory training programs across department lines.



## STAFF DEVELOPMENT AND RESEARCH

The role of this branch is changing from one of teacher to consultant. In the past year there has been increased movement toward providing departments with resource assistance by helping them determine their individual training needs and subsequent programs.

When the Civil Service Commission assumed responsibilities in respect of Training and Development in 1960, its initial concern was with development programs for senior management. This was gradually extended to include middle management and supervisory training as well. Only a relatively small percentage of employees could be involved however.

As a consequence a number of the larger departments began to provide some training in supervision to their own staff and more recently other departments followed suit.

The staff development response has been to reduce the number of courses and seminars offered directly and increase the training and development resources offered to operating managers for their own use and through consultation for the development of their own department programs.

And so in 1970 the branch role is to assist and support line management in training and developing their own staffs so they may function effectively as members of their home department and the Ontario Government as a whole.

The courses and seminars given by the branch and available to all departments cover instruction in management programs, administrative skills, communication skills, human relations, systems, data processing, and computer technology, basic statistical, office management and stenographic skills.

Over eighteen hundred employees participated in these courses in 1970. The Branch film library was used extensively with over 200 requests to borrow films.

### French language training program

This program's purpose is to teach French as a second language to government employees who have, or are likely to have in the future, direct and significant contacts with the French speaking citizens of Ontario or with their French speaking counterparts in other governments.

Out of a total of 637 government employees nominated by 30 departments and agencies 530 attended the courses during 1970; 169 of these were enrolled in

one or several of the 68 full-time two-week intensive sessions that were held at the unit's language training centre in Toronto; 291 more were enrolled in the part-time day or evening courses offered at the same location, and 72 participated in the evening courses offered in Sudbury and in Ottawa.

During 1971 the French language training centre will also conduct courses for employees of Ontario municipalities that want to provide services to their citizens in both French and English. The first program will involve over 500 employees of the City of Ottawa and of the regional municipality of Ottawa-Carlton.

## Personnel Research

Personnel research staff provide consulting and research services in personnel management to aid government departments and agencies to improve organizational effectiveness.

Research activities related to Department of Civil Service programs, as well as special studies for other departments continued in 1970, but on a smaller scale than in previous years. Major efforts this year were directed toward providing research assistance to the Committee on Government Productivity.

The personnel research section undertook a major research program to develop a methodology for measuring the effects of the pilot training projects sponsored by the committee in three government organizations (a department, a commission and an institution). One such measure is an assessment of important factors in the work environment or 'climate', and related feelings of job satisfaction.

Several other government organizations, including the Department of Civil Service and the OPP are acting as control groups. The significance of changes will be determined by a second measurement taken both in the control and experimental groups after an elapsed time period of 12 months.

## Future Plans

The branch will ask departments to submit an annual training and development plan for approval by the Civil Service Commission.

Once approved, departments would be free to confirm educational leaves without the prior specific approval of the Commission for each nominee.

The branch will also explore the applicability to various units of government of Organizational Development. This

developmental approach focuses upon the work group or team and its immediate problems rather than upon the individual employee and his academic needs.

An executive development program for managers with potential to rise to key posts within government will also be explored.

Video-tape programming will be used to a much greater extent during the coming year.

# STATISTICS

## CIVIL SERVICE ENROLMENT

DEPARTMENTS	TOTAL STAFF December 31, 1969	TOTAL STAFF December 31, 1970
Agriculture and Food	1,419	1,540
Civil Service	183	195
Computer Services Centre —	49	54
Correctional Services	322	364
County Jails	938	955
District	222	223
Reformatories	2,184	2,216
Education	2,191	2,258
Energy and Resources Management	375	361
Financial and Commercial Affairs	416	437
Health	2,421	2,978
Health Insurance Registration Board	1,287	1,527
Hospitals	15,245	15,622
Highways	9,978	10,069
Justice	3,311	3,499
Ontario Provincial Police	4,487	4,744
Labour	1,013	1,151
Lands and Forests	3,066	3,216
Lieutenant-Governor	1	2
Mines and Northern Affairs	322	402
* Municipal Affairs	479	2,366
Ontario Development Corporation —	100	109
** Ontario Housing Corporation —	0	393
Ontario Science Centre	102	141
Prime Minister	30	34
Provincial Auditor	91	93
Provincial Secretary & Citizenship	279	327
Public Works	1,661	1,718
Revenue	1,300	1,325
Social and Family Services	1,188	1,303
Tourism and Information	338	392
Trade and Development	578	301
Transport	1,248	1,329
Treasury and Economics	387	441
Treasury Board Secretariat	89	95
University Affairs	75	100
TOTAL:	57,375	62,280

\* Includes Former Municipal Assessment Staff

\*\* Shown as Separate Figure from Department of Trade and Development

## DISTRIBUTION OF APPOINTMENTS

### BY AGE INTERVALS

	1969		1970	
	No.	%	No.	%
Under 20	1,101	10.7	1,584	12.0
20 — 24	3,565	34.6	4,120	31.1
25 — 29	1,646	16.0	2,259	17.1
30 — 34	969	9.4	1,286	9.7
35 — 39	727	7.0	895	6.8
40 — 44	711	6.9	901	6.8
45 — 49	697	6.7	788	5.9
50 — 54	439	4.2	676	5.1
55 — 59	300	2.9	441	3.3
60 and over	160	1.6	294	2.2
TOTAL:	10,315	100.0	13,244	100.0

### BY SALARY INTERVALS

	1969		1970	
	No.	%	No.	%
Under 4,000	2,287	22.2	1,565	11.8
4,000 — 4,499	2,969	28.8	2,034	15.4
4,500 — 4,999	1,438	13.9	2,541	19.2
5,000 — 5,999	1,187	11.5	2,339	17.7
6,000 — 6,999	1,071	10.4	1,778	13.4
7,000 — 9,999	908	8.8	2,080	15.7
10,000 and over	455	4.4	907	6.8
TOTAL:	10,315	100.0	13,244	100.0

### BY STAFF TYPE AND SEX

	1969			1970		
	Males	Females	TOTAL	Males	Females	TOTAL
New Recruits	4,065	4,978	9,043	6,305	5,487	11,792
Re-Employed	314	573	887	462	705	1,167
Transfers from						
Unclassified	232	153	385	178	107	285
TOTAL:	4,611	5,704	10,315	6,945	6,299	13,244



## TOTAL SERVICE DISTRIBUTION

### BY AGE INTERVALS

	1969		1970	
	No.	%	No.	%
Under 25	9,307	16.2	10,500	16.9
25 — 34	12,692	22.2	14,546	23.4
35 — 44	11,710	20.4	12,378	19.8
45 and over	23,666	41.2	24,856	39.9
TOTAL:	57,375	100.0	62,280	100.0

### BY SALARY INTERVALS

	1969			1970		
	No.	%	Cumulative Percentage	No.	%	Cumulative Percentage
Under 4,000	1,318	2.4	2.4	802	1.1	1.1
4,000 — 4,499	4,568	8.0	10.4	1,226	2.0	3.1
4,500 — 4,999	6,536	11.3	21.7	5,605	9.0	12.1
5,000 — 5,999	16,350	28.5	50.2	12,649	20.3	32.4
6,000 — 6,999	8,737	15.2	65.4	14,384	23.1	55.5
7,000 — 9,999	14,230	25.0	90.4	18,482	29.8	85.3
10,000 and over	5,536	9.6	100.0	9,132	14.7	100.0
TOTAL:	57,375	100.0		62,280	100.0	

### BY YEARS OF SERVICE

	1969		1970	
	No.	%	No.	%
Under 1	7,331	12.8	8,480	13.6
1 — 2	6,290	11.0	6,661	10.7
2 — 3	5,489	9.5	5,634	9.0
3 — 4	4,994	8.7	5,024	8.1
4 — 5	3,880	6.8	4,709	7.6
5 — 9	11,106	19.4	12,677	20.4
10 — 14	9,821	17.1	9,722	15.6
15 — 19	4,556	7.9	5,148	8.3
20 — 24	2,610	4.5	2,827	4.5
25 and over	1,298	2.3	1,398	2.2
TOTAL:	57,375	100.0	62,280	100.0



TOTAL SERVICE DISTRIBUTION (Continued)

BY SEX

	1969		1970	
	No.	%	No.	%
Males	35,814	62.4	38,741	62.2
Females	21,561	37.6	23,539	37.8
TOTAL:	57,375	100.0	62,280	100.0

BY STAFF TYPE

Regular	46,964	81.9	49,234	79.1
Probationary	10,411	18.1	13,046	20.9
TOTAL:	57,375	100.0	62,280	100.0

### APPROXIMATE ANNUAL PAYROLL FOR CLASSIFIED STAFF

Year	Million Dollars	Increase	
		Amount	Percent
1967	\$ 296.2	49.2	19.9
1968	350.3	54.1	18.3
1969	396.0	45.7	13.0
1970	474.4	78.4	16.5

### AVERAGE SALARIES

Calendar Year	Annual Amount	Weekly Amount	Increase
			Percent
1967	5,865	112.79	8.9
1968	6,286	120.88	7.2
1969	6,902	132.73	9.8
1970	7,617	146.48	11.0

### COMPARISON OF ONTARIO AND CANADIAN INDUSTRIAL COMPOSITE AVERAGE WEEKLY WAGES TO ONTARIO GOVERNMENT AVERAGE WEEKLY WAGES 1968 – 1970

	1968	1969	1970
Canadian Industry	109.88	117.71	126.78
Ontario Industry	113.52	121.52	131.46
Ontario Government	120.88	132.73	146.48

PER CAPITA YEARLY ABSENCE  
IN DAYS WITH PAY DUE TO ILLNESS  
FOR THE CALENDAR YEARS 1967 – 1970

DEPARTMENTS	1967	1968	1969	1970
Agriculture and Food	4.68	5.04	5.27	5.24
Civil Service	7.80	8.40	6.68	7.55
Correctional Services	6.96	5.52	5.55	6.20
Reformatories and Jails	8.76	8.64	8.40	8.49
Education	5.88	6.48	6.26	7.09
Energy and Resources Management	7.80	6.60	6.02	5.37
Financial and Commercial Affairs	8.16	8.52	8.46	9.03
Justice	8.16	6.96	8.74	8.10
O.P.P. Civilian	—	—	7.09	10.68
O.P.P. Uniformed	—	—	5.19	4.70
Health	8.16	9.24	8.79	8.79
Hospitals	9.36	9.84	10.50	8.78
Highways	10.08	10.56	11.14	11.11
Labour	7.68	8.88	8.25	8.03
Lands and Forests	6.12	6.48	6.56	6.32
Lieutenant-Governor	—	—	9.11	1.76
Mines and Northern Affairs	8.40	7.92	8.13	7.31
Municipal Affairs	9.12	8.40	6.78	7.01
Ontario Housing Corporation	—	—	9.27	8.90
Ontario Science Centre	3.84	6.24	8.20	7.37
Prime Minister	4.44	12.60	6.64	13.93
Provincial Auditor	7.32	8.88	6.33	9.39
Provincial Secretary and Citizenship	11.40	12.12	10.50	9.48
Public Works	10.80	11.64	10.87	8.56
Revenue	—	8.28	9.22	9.92
Social and Family Services	8.40	9.72	9.08	8.65
Tourism and Information	7.08	7.20	7.47	7.98
Trade and Development	6.84	6.48	7.75	8.00
Transport	8.88	8.76	9.15	8.13
Treasury and Economics	—	11.88	8.63	7.70
Treasury Board Secretariat	—	—	—	3.60
University Affairs	9.48	10.44	8.50	7.91
Entire Service	8.40	8.88	8.60	8.40

## COMPARATIVE TURNOVER RATES

### BY TOTAL STAFF

	1969 Percentage	1970 Percentage
Regular	9.9	8.2
Probationary	39.4	30.9
Male	12.3	9.5
Female	20.2	18.6
Total All Staff	15.2	12.9

### BY AGE INTERVALS

	1969 Percentage	1970 Percentage
Under 25	31.9	26.6
25 — 34	18.4	14.6
35 — 44	9.1	7.1
45 and over	10.0	9.1

### BY SALARY INTERVALS

	1969 Percentage	1970 Percentage
Under 4,000	80.6	75.7
4,000 — 4,499	32.7	65.6
4,500 — 4,999	27.4	25.2
5,000 — 5,999	12.1	15.9
6,000 — 6,999	9.0	9.9
7,000 — 9,999	6.9	6.8
10,000 and over	10.5	6.0

## PERCENTAGE DISTRIBUTION OF SEPARATIONS

### BY AGE INTERVALS

	1969		1970	
	No.	%	No.	%
Under 20	413	4.7	478	5.9
20 – 24	2,553	29.2	2,320	28.8
25 – 29	1,567	17.9	1,434	17.8
30 – 34	764	8.7	692	8.6
35 – 39	581	6.6	473	5.9
40 – 44	487	5.7	409	5.1
45 – 49	473	5.4	396	4.9
50 – 54	361	4.1	315	3.9
55 – 59	332	3.8	261	3.2
60 and over	1,212	13.9	1,285	15.9
TOTAL:	8,743	100.0	8,063	100.0

### BY SALARY INTERVALS

	1969		1970	
	No.	%	No.	%
Under 4,000	1,143	13.1	607	7.5
4,000 – 4,499	1,492	17.0	805	10.0
4,500 – 4,999	1,790	20.5	1,411	17.5
5,000 – 5,999	1,977	22.6	2,013	24.9
6,000 – 6,999	783	9.0	1,424	17.7
7,000 – 9,999	979	11.2	1,254	15.6
10,000 and over	579	6.6	549	6.8
TOTAL:	8,743	100.0	8,063	100.0

### BY REASON AND SEX

	1969			1970		
	Males	Females	TOTAL	Males	Females	TOTAL
Resignation	3,163	3,832	6,995	2,444	3,813	6,257
Dismissal	183	131	314	200	122	322
Superannuation	533	211	744	591	227	818
Retirement	244	118	362	264	162	426
Death	240	46	286	183	36	219
Transfer to Another Public Service Jurisdiction	27	15	42	14	7	21
TOTAL:	4,390	4,353	8,743	3,696	4,367	8,063

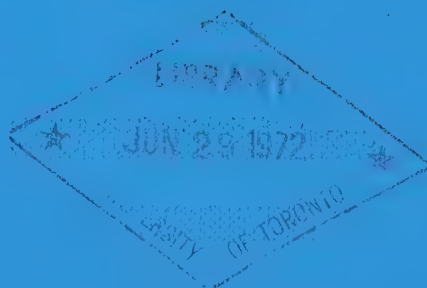






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CIVIL SERVICE COMMISSION OF ONTARIO

# *Annual Report*

1971



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printed by order of the  
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of Ontario

Sessional paper  
No. 35



CIVIL SERVICE  
COMMISSION  
OF ONTARIO

*Annual  
Report*  
1971

His Honour,  
The Lieutenant Governor of  
the Province of Ontario.

May it please your Honour:

The undersigned respectfully  
presents the annual report of the  
Civil Service Commission of  
Ontario for the year ended  
December 31, 1971.



Charles MacNaughton,  
Chairman,  
The Management Board of Cabinet

The Honourable  
Charles MacNaughton,  
Chairman,  
The Management Board  
of Cabinet.

Sir:

I am pleased to forward to you  
the annual report of the Civil  
Service Commission and the  
Department of Civil Service for  
the year ended December 31,  
1971.



W. A. B. Anderson,  
Chairman,  
Civil Service Commission  
and  
Deputy Minister,  
Department of Civil Service.

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# Directory

## Minister to whom the Commission reports

Hon. Charles MacNaughton,  
Chairman,  
The Management Board  
of Cabinet

## Civil Service Commission

Chairman  
Commissioner  
Commissioner  
Commissioner  
Executive Secretary

W. A. B. Anderson  
G. H. U. Bayly  
T. M. Eberlee  
A. T. C. McNab  
R. F. Green

## Department of Civil Service

Deputy Minister  
Executive Director  
Recruitment  
Staff Development and  
    Research  
Pay and Classification  
    Standards  
Staff Relations  
Planning and Audit  
Personnel  
Plans and Programs

W. A. B. Anderson  
H. Copland  
Mrs. E. M. McLellan

S. Davidovich

K. W. Skelton  
J. R. Scott  
M. L. Jeffery  
D. G. Airhart  
S. Tenduf

## Ontario Joint Council

Chairman  
Government Representatives

A. R. Dick, Q.C.  
H. Copland

Alternates

J. R. Scott  
J. B. Wilkes  
J. C. Arber  
M. S. Cushing  
E. P. McGavin

Civil Service Association	H. E. Bowen
Representatives	G. T. Gemmell
	R. P. Hebdon
Secretary	H. F. Goss

### **Public Service Grievance Board**

Chairman	Professor R. Presgrave
Members	D. A. Crosbie
	Mrs. D. M. Hinchey
	D. Y. Lewis
	N. Phelps
	J. A. Sarjeant
	Mrs. Elizabeth Smith
	T. H. Trimble
	F. E. Wood
Secretary	H. F. Goss

### **Classification Rating Committee**

Chairman	Professor R. Presgrave
Members	Mrs. D. M. Hinchey
	J. A. Sarjeant
	Mrs. Elizabeth Smith
Secretary	H. F. Goss

# *Introduction*



This report covers a year in which the management of people in the Ontario Public Service has been under intensive scrutiny.

During 1971, the Committee on Government Productivity devoted both financial and human resources to a comprehensive study of personnel administration and management. The committee's report on the utilization of human resources is expected in 1972. Members of the Department of Civil Service, which constitutes the staff of the

Civil Service Commission, have been heavily committed throughout the year in participating in the study and in preparing for its implementation.

During 1971, the chairman of the Treasury Board became the Minister to whom the Commission is responsible for administering The Public Service Act. This change placed the department alongside the Treasury Board Secretariat, thereby ensuring 'co-ordination' between the management of people and the management of programs.

# Recruitment

This is the central recruitment agency of the Ontario Government. The branch has three major goals: —

- to provide a staffing service to departments, which will assist them in filling vacancies with the most suitable candidates in the most efficient manner.
- to provide a centralized information service about employment opportunities and careers in the Ontario Public Service to members of the public and employees in the service.
- to develop and maintain reliable information, available to management, about the labour market and manpower availability with special reference to occupations in the Ontario Public Service.

Recruitment by this branch for all departments is limited to Metropolitan Toronto. Elsewhere, operating departments recruit locally.

During 1971, economic conditions and a relatively low staff turnover resulted in a decline in the number of employment opportunities. At the same time, the numbers of persons seeking employment in the Ontario Public Service increased.

Alterations were made in the employment office reception area to facilitate the interviewing and registering of applicants.

## Recruitment Services

In addition to the branch's normal responsibilities for recruiting staff, preparing staffing standards and conducting on-campus visits, the second half of 1971 saw the involvement of a number of staff in projects connected with the Committee on Government Productivity study on the utilization of human resources.

Vacancies listed with the branch during 1971 totalled 4,631, compared with 6,166 in 1970.

Test examinations were given to approximately 5,500 people which included all applicants for stenographer, typist and junior clerk positions, as well as some present employees desiring promotion.

Despite prevailing economic conditions, there was a shortage of well qualified candidates in such specialized areas as property management and quantitative analysis.

The staff of the branch was responsible for arranging a Public Personnel Association seminar in Montreal, attended by representatives of most Canadian

public jurisdictions. The topic was "Staffing the Service in the 70's".

### **Universities, Colleges and Schools**

More students were seen on campus, with approximately 1,000 students being interviewed compared with 650 in the previous year.

A new inventory system was devised in June to accommodate students who were not placed as a result of the spring campus recruiting.

Between July and December, a further 60 students, whose names were on this inventory, were successfully placed.

In an effort to expand the knowledge in operating departments of the program content of new courses offered at community colleges, seminars were held for some of the specialized occupational areas. These included business (accounting specialty), nursing, landscape technology, recreation leadership, social service and communications courses.

In our high school program, 34 schools were visited; tours were arranged of Government offices for 342 students in 10 schools, and 203 students from 36 schools participated in work experience weeks.

### **Temporary Help Program**

Some 4,500 applicants registered for temporary employment in 1971. More than 1,000 temporary

employees were on the payroll each week, and during the year 6,500 vacancies were filled.

This program was responsible for placing 743 summer students.

### **SIFT**

Phase two of this pilot project to test the effectiveness of a skills inventory file as a means of filling vacancies, went into effect in January. The skills inventory questionnaire was expanded and the SIFT registration form introduced to make it easier to locate people with specific job skills.

Nearly 1,000 employees were actively registered with the program in 1971. Fifty-five employees in Toronto were promoted or transferred through SIFT.

Special interviewing sessions were arranged at the Health Insurance Registration Board personnel office to accommodate increased program response from employees of the Board and the Ontario Health Services Insurance Plan.

### **Summer Student Employment**

Some 15,000 students were placed in jobs with the various departments. The Recruitment Branch's role in summer employment is to advise universities, colleges and schools of the procedures in locating jobs

and to direct students to the hiring departments.

The Ontario-Quebec Permanent Commission ran a student summer exchange, and the Recruitment Branch helped define jobs for students within Ontario Government departments, taking a major part in actively recruiting 50 students from Ontario to work in Quebec Government departments. The program is expected to expand in the coming year.

### **Communications and Publicity**

The information and communications programs of this section serve a dual purpose — internally for the employees of the Ontario Public Service, and externally for members of the public.

In 1971, production was completed of a 16 mm. film entitled "The People People", which illustrates the diverse occupations followed by members of the Ontario Public Service. The film is aimed at new employees and is available to government departments and other requesting groups on loan.

Booklets were prepared to support the university, community college and high school programs.

The major responsibility of this section is for the production of Topical, a bi-weekly tabloid carrying news and features of people and activities within the Ontario Government service.

This publication is distributed to civil servants throughout the province. In November, Topical was awarded the top international award of The Public Personnel Association for public service employee publications.



# *Pay and Classification Standards*

The prime responsibility of this branch is to develop and maintain a compensation system that enables civil servants to be paid at levels which satisfy both internal and external relationships.

The heart of the compensation system is the classification plan, with some 1,500 classes providing standards against which all public service jobs are measured to determine their worth. Each class is assigned a salary range, determined by balancing market data (i.e. what other employers pay for similar jobs) against internal relationships in terms of relative job difficulty and responsibility.

Changes in standards involving pay must be approved by the Civil Service Commission, which is responsible for the classification of all positions and the determination of salary ranges of classes excluded from the bargaining unit. The Commission has delegated to the deputy ministers of operating departments authority to classify positions in classes which cover approximately 80% of the service.

Salary changes of classes in the bargaining unit are negotiated by collective bargaining.

## **Classification Activities**

During 1971, authority to classify positions in the bargain-

ing unit was progressively delegated to all departments except one, which was awaiting appointment of a personnel director. Consequently, the number of positions evaluated and classified by this section dropped to 3,109 from 6,640 in the previous year.

In addition to continuous maintenance of class standards, evaluation and classification of management classes, special assistance was provided to departments where major changes in organization or responsibilities had taken place.

This included the combination of the Departments of Highways and Transport into the new Department of Transportation and Communications, and the transfer of the responsibility for community colleges from the Department of Education to the Department of Colleges and Universities.

Special liaison facilities were provided to these departments during the periods of re-organization.

## **Classification Grievances**

One hundred grievances were settled without recourse to the Classification Rating Committee, while 21 were referred to the committee for a hearing. In three

cases, the committee confirmed the classification; in 11 cases, it ruled in favour of the grievor. In seven cases, the committee had not finalized a decision.

At the end of the year, 124 classification grievances were still pending, 113 of which covered bargaining unit classes and were the responsibility of the departments concerned.

In view of the particularly heavy load of grievances covering delegated classes in the Department of Justice, the branch provided an officer to carry out the audit activities. His reports will be used to resolve the classification grievance problems.

### **Classification Review**

Of 3,297 positions classified under delegated authority, 1,421 were analyzed and discussed with departmental personnel staff with a view to improving the quality of such decisions.

### **Pay Research**

In 1971, section staff participated in major surveys involving: Administrative Services category; Scientific and Technical Services category; General Services category; Law Enforcement category; Fire Services classes, and employee benefits.

Special studies included: a trend study—Social Services category; a study of summer student employment practices and rates; a review of the present salary

note system with a view to clarifying material and developing a more realistic framework, and a review of salary administration practices.

Salary reviews involved: the Social Services category; Operational Services category; Scientific and Technical Services and Administrative Services categories; General Services category; Law Enforcement category; and employee benefits.

During 1971, staff continued to provide advice and data on internal and external rates of pay, working conditions, employee benefits and compensation practices to government departments, boards and commissions.

### **Training**

The branch has a responsibility to provide training facilities for classification in operating departments where the responsibility for classifying jobs has been delegated by the Civil Service Commission.

During the year, 15 seminars were conducted.

### **Special Activities**

In preparation for anticipated changes recommended by the Committee on Government Productivity in the classification and pay systems of the Ontario Government, this branch has concerned itself with a comprehensive analysis of the occupational category group

structures, and with the development of a statement of pay policy for recommendation to the Civil Service Commission and the Government.

During the year, branch officers have participated as members of the Sub-Committee on Compensation formed under the aegis of the Committee on Government Productivity's study on the utilization of human resources.

# *Ontario Joint Council and Appeal Boards*

## **Ontario Joint Council**

Since 1963 the Council's role in Ontario Public Service management-employee relations has evolved from primary negotiation to a review process prior to mediation and arbitration. The Council focusses on critical areas of difference, permitting the parties to resolve some questions without the need for arbitration.

The Council still serves a primary bargaining role on those issues raised directly on its agenda.

Members are appointed by the Lieutenant Governor-in-Council, under The Public Service Act. Three members on the Official Side represent the employer, while three Staff Side members represent the employees.

The chairman, who is not a member and has no vote, calls meetings at the request of either or both sides. Most matters relate to bargaining units.

In 1971, the Council met seven times, with three unresolved items being referred to mediation or arbitration.

## **Mediation**

Mediators are appointed by the Minister of Labour at the request of the Chairman, Joint

Council. Failure to mediate the matter usually results in arbitration.

In 1971 items submitted to mediation included the Ontario Water Resources Commission plant personnel negotiations for a new contract, effective January 1, 1971; Colleges of Applied Arts and Technology academic unit contract negotiations; and rates of pay, Administrative Services and Scientific and Technical categories.

Mediation proved successful in resolving the Ontario Water Resources dispute.

## **Arbitration**

The Civil Service Arbitration Board has a continuing chairman. Items referred to the Board require the appointment of two members, each designated by one of the sides to a dispute.

Items referred during 1971 were: working conditions and terms of employment other than fringe benefits (interim award made on part of this issue); remuneration of employees in occupational group classes included in the Operational category (award made); and fringe benefits.

## **Grievances**

The Public Service Grievance Board operates as a tribunal

under a continuing chairman. Of the nine members, five come from outside the civil service. Members are appointed by the Lieutenant Governor-in-Council for a period of one year, but appointments are renewable.

Grievances are entered on working conditions or under the dismissal section of the grievance procedure. The majority of grievances are from members of the bargaining unit, although other employees have certain rights to a hearing.

During 1971 the Board adjudicated 51 individual personal grievances. Of these, six were either withdrawn following the hearing or were not subject to a decision.

Applications for a hearing	73*
Applications withdrawn	24
Hearings held	61**
Decisions in management's favour	28
Decisions in grievor's favour	18
Decisions pending	6
Grievances withdrawn after hearing	4
Grievances beyond jurisdiction	1
Hearings adjourned sine die	1

\*Does not include several hundred signatories to one particular case.

\*\*Includes extra days hearing certain cases.

## Classification Rating Committee

This tribunal holds hearings to consider complaints against the classification of positions.

Under a continuing chairman, each committee comprises the chairman, one member from outside the civil service and one member appointed by the Chairman, Civil Service Commission, to hear the particular grievance. The latter is usually a personnel official from a department other than the grievor's.

During 1971 the committee met six times with the following results:

Total grievances referred to the committee	168
Withdrawn prior to hearing	86
Hearings (including adjournments)	6
Decisions in management's favour	3
Decisions in grievor's favour	1

# *Planning and Audit*



This branch is responsible for carrying out audits, surveys and special assignments to evaluate the effectiveness of policies, practices and procedures related to personnel management.

The audit activity is intended primarily as a service to management of both the Civil Service Commission and the operating departments.

Demands for the service of this branch always exceed the capability of available re-

sources. Nevertheless, during the year, an extensive review of personnel practices in municipal and district jails throughout the province were carried out at the request of the Department of Correctional Services, in addition to specific areas of other operating departments.

The branch's participation was heavy in the preparation of a comprehensive Personnel Policies and Procedures Manual. Publication is anticipated in 1972.



# *Staff Development and Research*

## **Staff Development**

Staff training within the Ontario Government increasingly emphasizes the program manager's responsibility for deciding the kind of training his staff require to meet program objectives.

As a result, the primary role of the Staff Development and Research Branch is to help program managers identify their needs, choose the best course of action, implement that action and evaluate the results.

Beyond this support role, however, is the need to develop a core of personnel for middle and senior management assignments anywhere in government. This function involves identifying persons who are to participate and designing useful and flexible programs which take into account the specific needs of different individuals.

In addition, economies of scale have made it desirable for the branch to provide training in skill areas common to all or at least several departments.

The branch provided 26 different kinds of courses for 36 departments, boards and commissions. This involved 1,315 participants for an average period of 4.2 days.

Staff were involved directly

in implementing 14 different departmental programs for 24 departments. In addition, 11 major resource items were developed for use in central agency and departmental programs.

Many outside training and development resource items were assessed and 11 major items were purchased and applied to central agency and departmental programs. Staff also provided major consultations to 21 different departments concerning training and development.

Department of Civil Service training facilities were used by 15 different departments, boards and commissions in conducting their own programs. These involved 764 participants. In addition, central agency films were borrowed as resource aids by departments 442 times.

## **French Language Training**

The objective of this program is to enable designated employees of the provincial and municipal governments to attain competence in French in order that they may provide adequate service to the French-speaking citizens of the province.

In 1971, depending on their needs, departments could choose to send employees to part-time courses or to two-week partial

immersion courses. The part-time courses ran all year except during July and August and provided approximately 175 hours of instruction. The partial immersion courses were held four times in the year, providing approximately 325 hours of instruction. Courses were provided in Toronto, Ottawa and Sudbury.

At the end of the year, 70% of the 867 students participating actively in the program were enrolled in beginners' courses (level one), 22.5% were enrolled

in intermediate courses (level two), and 7.5% were in advanced courses (level three).

The students on the program came from the three levels of government: 396 were provincial employees, 277 were employees of the City of Ottawa or the Regional Municipality of Ottawa-Carleton. The other 194 students were federal employees who, as a result of an exchange agreement, attended courses in Toronto.

## FRENCH LANGUAGE PROGRAM

### Participants by Level

	Level 1	Level 2	3	Total	Total Hrs. of Instruction	Average Hrs. Per Student
Intensive Course	86	51	20	157	57,952	369.1
Part-time Courses						
Toronto	124	27	—	151	22,979	152.2
Ottawa	268	61	—	329	20,275	61.6
Sudbury	32	4	—	36	2,285	63.5
Totals, Part-time	424	92		516	45,539	
Totals Participating	510	143	20	673	103,491	

### STUDENTS TERMINATED SINCE 1968

Intensive Course	116	27	6	149	34,577	241.8*
Part-time Courses	346	20	1	367	23,017	45.6**

\*Average based on 143 students; hours for 6 unavailable.

\*\*Average based on 362 students; hours for 5 unavailable.

### FEDERAL PARTICIPANTS BY LEVEL

Level	1	2	3	Total
	111	56	27	194

## Research

Personnel research staff provide consulting and research services in personnel management to help government departments and agencies improve organizational effectiveness.

During 1971, to assist the Department of Labour in a long-term study of apprenticeship selection and training, staff investigated the use of aptitude tests and developed an experimental biographical information form. Working with the Department of Health (Professional Services Branch), a new experimental form of examination for psychiatric nursing assistants was developed to assess hospital trainees.

A special report, based on an interview study related to current training programs for correctional officers, was completed for the Department of Correctional Services. The first phase of a turnover study for the Department of Public Works was completed, with collection of relevant data for an initial one-year period.

Other projects completed were: a study and preliminary report on the utilization of CAATS graduates within the Ontario Government; and a report on employee assessment, a preliminary survey of current appraisal methods in all government departments.

Monitoring of pilot training projects sponsored by GOGP

continued in the Department of Treasury and Economics, Ontario Hospital Services Commission and the Correctional Centre at Guelph. In addition to observational and interview data, specially developed questionnaires were completed by more than 1,000 (80%) of the employees in these three organizations.

As an example of developmental extension of theory to practice, experimental organization development programs were initiated at division level in the Departments of Labour and Education.

Basic research studies continued with efforts directed towards determining what specific factors in the work environment or climate are related to employee satisfaction and performance.

# *Staff Relations*

The Government of Ontario is committed to a policy of establishing rates of pay, employee benefit programs and terms and conditions of employment for certain groups of employees through collective bargaining.

More than 70,000 employees in Government departments, boards, agencies and commissions are represented for collective bargaining purposes by four different bargaining agents.

The Staff Relations Branch, which was transferred from the Treasury Board Secretariat to the Department of Civil Service on June 1, 1971, is the central agency responsible for all matters pertaining to employee relations as they apply to employees represented by these bargaining agents.

## **Cyclical Salary Reviews**

During 1971, negotiations were conducted for three categories: Operational Services (involving some 20,000 bargaining unit employees); Scientific and Technical Services (4,400 employees), and Administrative Services (2,800 employees).

Negotiations for the Operational Services category eventually proceeded to the Civil Service Arbitration Board, which issued an award in regard to salaries for

all classifications in this category for a two-year term. Increases ranged between 8% and 10%, effective January 3, 1971, and 6% effective January 2, 1972.

At the end of the year negotiations were continuing for the Scientific and Technical, and Administrative categories, which were due for review October 1, 1971.

## **Working Conditions and Terms of Employment**

Certain matters pertaining to hours of work, overtime and other terms of employment were referred to the Civil Service Arbitration Board during the year.

An interim award was issued and changes will be implemented accordingly.

## **Employee Benefits**

The employee benefit package, which is negotiated on a service-wide basis, expired on September 30, 1971.

Following unsuccessful direct negotiations and mediation, the matter was considered by the Civil Service Arbitration Board in December. At the end of the year an award was pending.

## **Advice and Co-ordination**

The branch acts in an advisory capacity to departments,

boards, agencies and commissions in all matters pertaining to staff relations.

Negotiations during 1971 involved the Ontario Water Resources Commission, the Niagara Parks Commission, the Ontario Housing Corporation, the Liquor Licence and Liquor Control Boards of Ontario, the academic staff of the Colleges of Applied Arts and Technology and the Ontario Provincial Police.

Branch staff co-ordinated the processing of rights grievances to the Public Service Grievance Board and, as requested, prepared and presented the case before the Board for the department involved.

# *Plans and Programs Branch*



This branch was established in July, 1971, reflecting a need for a co-ordinated approach to departmental planning, programming and budgeting. It provides the focus for planning the implementation of the forthcoming report of the Task Force on the Utilization of Human Resources.

## *Personnel*



In June, 1971, the Personnel Branch was established to co-ordinate the personnel management and administration of the Department's own staff.



# Statistics

## CIVIL SERVICE ENROLMENT

DEPARTMENTS	TOTAL STAFF December 31, 1970	TOTAL STAFF December 31, 1971
Agriculture and Food	1,540	1,618
Civil Service	195	189
Colleges and Universities	100	104
Computer Services Centre	54	57
Correctional Services	364	406
County Jails	955	1,000
District	223	229
Reformatories	2,216	2,406
Education	2,258	2,218
Environment	361	462
Financial and Commercial Affairs	437	459
Health	2,978	3,050
Health Insurance Registration Board	1,527	1,404
Hospitals	15,622	15,828
Highways	10,069	—
Justice	3,499	3,742
Ontario Provincial Police	4,744	4,847
Labour	1,151	1,202
Lands and Forests	3,216	3,309
Lieutenant-Governor	2	2
Mines and Northern Affairs	402	439
Municipal Affairs	2,366	2,913
Ontario Development Corporation	109	142
Ontario Housing Corporation	393	566
Ontario Science Centre	141	184
Prime Minister	34	56
Provincial Auditor	93	87
Provincial Secretary & Citizenship	327	405
Public Works	1,718	1,995
Revenue	1,325	1,377
Social and Family Services	1,303	1,358
Tourism and Information	392	397
Trade and Development	301	248
Transport	1,329	—
*Transportation and Communications	—	11,742
Treasury and Economics	441	489
Treasury Board Secretariat	95	88
<b>TOTAL</b>	<b>62,280</b>	<b>65,018</b>

\*Departments of Highways and Transport merged in 1971.

## DISTRIBUTION OF APPOINTMENTS

### BY AGE INTERVALS

	1970		1971	
	No.	%	No.	%
Under 20	1,584	12.0	765	7.9
20 - 24	4,120	31.1	3,517	36.3
25 - 29	2,259	17.1	1,855	19.2
30 - 34	1,286	9.7	901	9.3
35 - 39	895	6.8	695	7.2
40 - 44	901	6.8	517	5.4
45 - 49	788	5.9	604	6.2
50 - 54	676	5.1	448	4.6
55 - 59	441	3.3	273	2.8
60 and over	294	2.2	105	1.1
TOTAL	13,244	100.0	9,680	100.0

### BY SALARY INTERVALS

	1970		1971	
	No.	%	No.	%
Under 4500	3,599	27.2	1,283	13.3
4500 - 4999	2,541	19.2	2,168	22.4
5000 - 5999	2,339	17.7	2,183	22.6
6000 - 6999	1,778	13.4	1,305	13.5
7000 - 9999	2,080	15.7	2,041	21.0
10,000 and over	907	6.8	700	7.2
TOTAL	13,244	100.0	9,680	100.0

### BY STAFF TYPE AND SEX

	1970			1971		
	Males	Females	Total	Males	Females	Total
New Recruits	6,305	5,487	11,792	3,898	3,735	7,633
Re-employed	462	705	1,167	378	609	987
Transfers from Unclassified	178	107	285	538	522	1,060
TOTAL	6,945	6,299	13,244	4,814	4,866	9,680

## TOTAL SERVICE DISTRIBUTION

### BY AGE INTERVALS

	1970		1971	
	No.	%	No.	%
Under 25	10,500	16.9	10,521	16.2
25 – 34	14,546	23.4	16,190	24.9
35 – 44	12,378	19.8	12,710	19.5
45 and over	24,856	39.9	25,597	39.4
TOTAL	62,280	100.0	65,018	100.0

### BY SALARY INTERVALS

	1970			1971		
	No.	%	Cumulative Percentage	No.	%	Cumulative Percentage
Under 4500	2,028	3.1	3.1	826	1.3	1.3
4500 – 4999	5,605	9.0	12.1	2,405	3.7	5.0
5000 – 5999	12,649	20.3	32.4	11,430	17.6	22.6
6000 – 6999	14,384	23.1	55.5	14,706	22.6	45.2
7000 – 9999	18,482	29.8	85.3	22,166	34.1	79.3
10,000 and over	9,132	14.7	100.0	13,485	20.7	100.0
TOTAL	62,280	100.0		65,018	100.0	

### BY YEARS OF SERVICE

	1970		1971	
	No.	%	No.	%
Under 1	8,480	13.6	7,618	11.7
1 – 2	6,661	10.7	7,674	11.8
2 – 3	5,634	9.0	5,790	8.9
3 – 4	5,024	8.1	5,054	7.8
4 – 5	4,709	7.6	4,585	7.1
5 – 9	12,677	20.4	14,454	22.2
10 – 14	9,722	15.6	9,300	14.3
15 – 19	5,148	8.3	4,173	6.4
20 – 24	2,827	4.5	3,602	5.5
25 and over	1,398	2.2	2,768	4.3
TOTAL	62,280	100.0	65,018	100.0

## TOTAL SERVICE DISTRIBUTION (Continued)

### BY SEX

	1970		1971	
	No.	%	No.	%
Males	38,741	62.2	40,438	62.2
Females	23,539	37.8	24,580	37.8
TOTAL	62,280	100.0	65,018	100.0

### BY STAFF TYPE

	1970		1971	
	No.	%	No.	%
Regular	49,234	79.1	53,070	81.6
Probationary	13,046	20.9	11,948	18.4
TOTAL	62,280	100.0	65,018	100.0

## APPROXIMATE ANNUAL PAYROLL FOR CLASSIFIED STAFF

Year	Million Dollars	Amount
1968	\$350.3	54.1
1969	396.0	45.7
1970	474.4	78.4
1971	533.5	59.1

## AVERAGE SALARIES

Calendar Year	Annual Amount	Weekly Amount
1968	6,286	120.88
1969	6,902	132.73
1970	7,617	146.48
1971	8,205	157.79

## COMPARISON OF ONTARIO AND CANADIAN INDUSTRIAL COMPOSITE AVERAGE WEEKLY WAGES TO ONTARIO GOVERNMENT AVERAGE WEEKLY WAGES 1969 - 1971

	1969	1970	1971
Canadian Industry	117.71	126.78	137.66*
Ontario Industry	121.52	131.46	143.01*
Ontario Government	132.73	146.48	157.79

\*Preliminary 1971 average from Statistics Canada.

**PER CAPITA YEARLY ABSENCE  
IN DAYS WITH PAY DUE TO ILLNESS  
FOR THE CALENDAR YEARS 1969 – 1970 – 1971**

DEPARTMENTS	1969	1970	1971
Agriculture and Food	5.27	5.24	5.00
Civil Service	6.68	7.55	8.29
Colleges and Universities	8.50	7.91	7.91
Correctional Services	5.55	6.20	5.48
Reformatories and Jails	8.40	8.49	8.26
Education	6.26	7.09	7.30
Environment	6.02	5.37	4.45
Financial & Commercial Affairs	8.46	9.03	8.65
Justice	8.74	8.10	7.94
OPP Civilian	7.09	10.68	9.39
OPP Uniformed	5.19	4.70	5.69
Health	8.79	8.79	8.51
Hospitals	10.50	8.78	10.10
Highways	11.14	11.11	10.47
Labour	8.25	8.03	8.42
Lands and Forests	6.56	6.32	5.73
Lieutenant-Governor	9.11	1.76	7.33
Mines & Northern Affairs	8.13	7.31	6.23
Municipal Affairs	6.78	7.01	8.08
Ontario Housing Corporation	9.27	8.90	7.87
Ontario Science Centre	8.20	7.37	7.02
Prime Minister	6.64	13.93	5.76
Provincial Auditor	6.33	9.39	9.20
Provincial Secretary & Citizenship	10.50	9.48	8.73
Public Works	10.87	8.56	8.56
Revenue	9.22	9.92	10.29
Social & Family Services	9.08	8.65	8.26
Tourism & Information	7.47	7.98	7.05
Trade & Development	7.75	8.00	9.17
Transport	9.15	8.13	8.26
Treasury & Economics	8.63	7.70	8.42
Treasury Board Secretariat	—	3.60	5.45
ENTIRE SERVICE	8.60	8.40	8.16



## **RATE OF STAFF CHANGE**

### **BY TOTAL STAFF**

	1970	1971
Regular	8.2	7.8
Probationary	30.9	25.9
Male	9.5	8.0
Female	18.6	16.3
Total all Staff	12.9	11.1

### **BY AGE INTERVALS**

	1970	1971
Under 25	26.6	20.9
25 – 34	14.6	13.7
35 – 44	7.1	6.3
45 and over	9.1	7.9

### **BY SALARY INTERVALS**

	1970	1971
Under 4500	69.6	56.1
4500 – 4999	25.2	38.1
5000 – 5999	15.9	18.4
6000 – 6999	9.9	9.4
7000 – 9999	6.8	7.4
10,000 and over	6.0	5.5

## PERCENTAGE DISTRIBUTION OF SEPARATIONS

### BY AGE INTERVALS

	1970		1971	
	No.	%	No.	%
Under 20	478	5.9	228	3.1
20 – 24	2,320	28.8	1,972	27.2
25 – 29	1,434	17.8	1,541	21.3
30 – 34	692	8.6	681	9.4
35 – 39	473	5.9	417	5.8
40 – 44	409	5.1	379	5.2
45 – 49	396	4.9	346	4.8
50 – 54	315	3.9	307	4.2
55 – 59	261	3.2	282	3.9
60 and over	1,285	15.9	1,096	15.1
TOTAL	8,743	100.0	7,249	100.0

### BY SALARY INTERVALS

	1970		1971	
	No.	%	No.	%
Under 4500	1,412	17.5	463	6.4
4500 – 4999	1,411	17.5	916	12.6
5000 – 5999	2,013	24.9	2,107	29.1
6000 – 6999	1,424	17.7	1,385	19.1
7000 – 9999	1,254	15.6	1,631	22.5
10,000 and over	549	6.8	747	10.3
TOTAL	8,063	100.0	7,249	100.0

### BY REASON AND SEX

	1970			1971		
	Males	Females	Total	Males	Females	Total
Resignation	2,444	3,813	6,257	2,173	3,487	5,660
Dismissal	200	122	322	174	131	305
Superannuation	591	227	818	426	180	606
Retirement	264	162	426	282	158	440
Death	183	36	219	171	44	215
Transfer to another Public Service Jurisdiction	14	7	21	22	1	23
TOTAL	3,696	4,367	8,063	3,248	4,001	7,249

## SEPARATIONS

### BY YEARS OF SERVICE

A Maximum of	1970	1971
1 year or less	14.9	12.4
2 years or less	36.6	40.1
3 years or less	47.0	52.7
4 years or less	55.5	61.5
5 years or less	61.4	70.0























